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ABSTRACT

This report (1) reviews the concept, development, and effectiveness of the Regional Library Resource Centers (RRC's) of Pennsylvania as a part of the state's organization for public library services; (2) recommends possible desirable changes in their number, scope of services, interlibrary relationships, and funding; and (3) drafts regulations for carrying out the recommendations. Specifically, chapters cover (1) the origins of regional library resource centers in Pennsylvania and the 1958 study by Lowell A. Martin; (2) library development, 1962-67, and the Martin re-survey of 1967; (3) the adoption and implementation of the recommendations of the Martin studies relating to RRC's; (4) the initiation of the work of the RRC's; (5) a critical review of the concept and services of the RRC's; (6) the organization for library support at the state level; (7) major research collections in the RRC's; (8) RRC's and interlibrary loans; and (9) findings and conclusions. The report includes an organizational chart of the Pennsylvania Department of Education and 33 tables display relevant data in the text. (Author/JD)

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THE REGIONAL LIBRARY RESOURCE CENTERS OF PENNSYLVANIA IN CONCEPT AND OPERATION

BY

Public Administration Service
December 1978

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PREFACE

This is a report of the special services provided to the people of Pennsylvania by four large libraries designated in accordance with state law as Regional Library Resource Centers, together with an analysis of how these services, if worthy of continuation, and possible other services might effectively be provided in the future, which libraries should be so designated, and what the respective responsibilities of the State and the several libraries should be in carrying out the ultimately adopted program.

The study was performed under the terms of an agreement of February 3, 1978, between the State Library of the Pennsylvania Department of Education and the Public Administration Service (PAS), a not-for-profit management consulting organization serving the public sector since 1933. Regular PAS staff conducting the study were Dr. John O. Hall, Senior Associate, who served as project director, and Mr. Michael VanBruaene, Staff Associate. Special Consultants were Mr. Lester L. Stoffel, Director of the Suburban Library System of Illinois, and Mr. Raymond W. Hitt, Head of the Division of Library Development, Texas State Library. Both Mr. Stoffel and Mr. Hitt read drafts of the report and contributed to its final version. Mr. William J. Hilty, Associate Director of Public Administration Service, provided headquarters direction, while Mr. Theodore Sitkoff, Executive Director, exercised overall responsibility.

The State Librarian who signed the agreement was Mr. Ernest E. Doerschuk, Jr., who, upon retirement was succeeded by Mrs. Patricia M. Broderick, Acting State Librarian and Director of the Bureau of Library Development. Mr. David R. Hoffman, Coordinator of Interlibrary Cooperation, Bureau of Library Development, carried the responsibility of liaison for the project on behalf of the State Library and greatly assisted in facilitating the study. Mrs. Broderick closely followed the progress of the study, and met with the study staff on request regarding both historical developments and the State's interest in such library arrangements.

Additionally, an Advisory Committee for the Study of the Regional Library Resource Program was created enabling the consultant to obtain important information and opinion directly from representative librarians. The committee consisted of the Board of Regional Library Resource Centers (directors of the four libraries), two library directors from among the State's 27 District Library Centers, one local public library director, one state institutional library director, a representative of the Bureau of Library Development, and a representative of the Bureau of Information Systems of the Department of Education. The committee met with consulting staff during the course of the study, and most members also were interviewed individually. Their views were important in the analysis of existing services and in formulating proposals.

The consultants benefitted from interviews with dozens of other librarians in person and by telephone. Visits were made extensively over the State, not only for discussions with directors and staff of the Regional Resource Centers, but also with those of other libraries, especially District Library Centers. The cooperation which has been extended to the study staff by all concerned is gratefully acknowledged.

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I. THE ORIGINS OF REGIONAL LIBRARY RESOURCE CENTERS IN PENNSYLVANIA: THE 1958 MARTIN STUDY

The Purpose of the Study

The purposes of the study are: (a) to review the concept, development, and effectiveness of the Regional Library Resource Centers (RRC's) of Pennsylvania as part of the State's organization for public library services; (b) to recommend possible desirable changes in their number, scope of services, interlibrary relationships, and funding; and (c) to draft regulations for carrying out the recommendations.

The discussion in this chapter deals with the origin of the RRC's and the initial concepts underlying the proposal for their creation. Thorough knowledge of these concepts, in all their nuances, is important to an understanding of the analysis and recommendations of this study. Subsequently, sections of this report will go into greater detail with respect to the establishment of the RRC's, specific services provided, interlibrary relationships, and funding.

Origin of the Concept of Regional Resource Centers as Applied to Pennsylvania

In 1958 a study was completed for the State Library of Pennsylvania,[1/] the substantial implementation of which has greatly influenced subsequent public library organization and service in the State, and also has influenced the service of other types of libraries in lesser degree. The study was directed by Lowell A. Martin,[2/] and the resulting report is commonly referred to as the first Martin study. It surveyed public library practice in Pennsylvania and set forth numerous recommendations, which are reviewed selectively

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[1/] Lowell A. Martin, et al., Library Service in Pennsylvania, Present and Proposed (Harrisburg: State Library), 1958.

[2/] Other study staff were: Grace W. Estes, assistant director; David C. Palmer, executive secretary; Frank W. Summers, research assistant.

and briefly in this chapter as they bear upon the purpose of the current study as stated in the first paragraph above.

About a decade later Mr. Martin was invited to return for the purpose of assessing progress and to make further recommendations and adjustments to previous recommendations as the course of events might indicate. In this instance, however, fewer of his recommendations were adopted.

This chapter reviews the first (1958) report. In essence, based on evolving concepts of the American library community, the Martin report recommended creation of a four-tier system of cooperative organization for public library service, based in law rather than continuing the traditional unstructured scheme of individual libraries. The four levels of the plan were: (a) local libraries, (b) District Library Centers, (c) Regional Resource Centers, and (d) the State Library, all of them organized for cooperative action. Additionally, important state financial aid was proposed to insure the success of the plan.

Local Libraries

The aspect of local public libraries within Martin's proposed scheme requires little comment. Essentially the proposal would conserve local library organization and discretion but offer local libraries access to greater resources through officially established and supported procedures with larger libraries and the opportunity to resolve common problems by means of a cooperative structure.

District Library Centers

The District Library Centers (DLC's) represented the most influential change in the proposal. Twenty-seven geographically defined areas would place every library within a district in which cooperative efforts would be planned and directed by the largest public library.[3] In some instances, lacking a suitably strong public library within the district's boundary, a college library was proposed for limited designation, the State Library also assuming certain direct responsibility, namely, "extension" activities within these districts.

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[3] *Ibid.*, pp. 86, 95-107.

Within each district Martin proposed free circulation of books by each participating library to individuals throughout the district including interlibrary loan. The District Library Center would provide, throughout the district, full reference service, rotating book collections, reader service, professional and technical assistance to local libraries, aid in selection of materials, centralized book ordering, and possibly centralized cataloging. He recognized that his list of functions was not exhaustive and that new developments would open up additional opportunities for interlibrary cooperation. In particular, he stressed that each DLC should have an extension librarian to meet with librarians throughout the district and promote and assist in the development of programs of mutual value, except in districts headed by academic libraries where, as already mentioned, the State Library would assume this responsibility.

Regional Library Resource Centers

To secure ultimate access by every public library to the resources of several of the State's largest libraries, thereby tending to equalize potential library service to every citizen, Martin proposed the designation of four Regional Resource Centers (RRC's):[4] (a) two large public libraries, the Carnegie Library of Pittsburgh and The Free Library of Philadelphia; (b) one academic library, the Pennsylvania State University Library; and (c) the State Library of Pennsylvania. The services to be provided by RRC's, as proposed, were two. These are discussed hereafter.

The Function of Regional Resource Centers as Visualized by Lowell Martin

This study is centered on the role of Regional Resource Centers, which also requires an understanding of their relationships with other libraries, and in particular with District Library Centers and with each other. The 1958 Martin report proposed essentially two activities for RRC's:[5]

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[4] Ibid., pp. 11, 106-110.

[5] Ibid., p. 11.

1. Subject-field specializations in the collections of each Regional Resource Center.

2. Interlibrary loans to other libraries.

These two activities were envisioned by Martin as serving an important statewide purpose beyond each individual library's own constituency. He stated his view as follows:

> "One might think of these four great collections as a single state facility, to be built in the future in a planned and joint relationship, avoiding unnecessary duplication, and together constituting the strongest state resource possible with the money available. Recognition of these four as statewide facilities would relieve the many medium-sized libraries from spending money for specialized research items that will not be used frequently within a single district. Together they will add up to a resource equal to that found in any state of the union."[6]

Specialized Collections

In recognition of the impossibility for any library in Pennsylvania to obtain funds for exhaustive, or even comprehensive, collections in all subject fields, Martin recommended that the task of collection development be shared by the four RRC's. This could be done by allocating to each RRC the responsibility for specialized and research materials in a portion of the subjects, including extensive related reference and bibliographic sources, periodical and journal titles, and audio-visual resources. As a corollary to such resources, qualified subject librarians and specialized reference and guidance service in the subject fields would be needed. It was assumed, even with such a scheme of coordinated collection development, that all possible materials would not be collected in Pennsylvania, thereby necessitating occasional recourse to the collections of libraries outside the State.

The State Library was seen to have two special missions in collection development, namely to fill any gaps in the collection responsibilities assumed by other RRC's, and to serve as the continuing coordinating agency in overall resource development.

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[6] *Ibid.*, p. 108.

Interlibrary Loans by Regional Resource Centers

The second major activity of the RRC's proposed by Lowell Martin was access to all their materials, including designated specialized collections, by other libraries, especially public libraries. This carried with it the need for a system of rapid communication among the RRC's and with the other libraries of the State.

Martin visualized that interlibrary loan requests ordinarily would be filled for local libraries by District Library Centers from good basic collections, leaving only those requests for highly specialized materials to be forwarded to RRC's.

The State Library was proposed as the channel for passing to libraries outside the State the loan requests of public libraries for which the resources within the State had been exhausted.[7]

Selection of Libraries as Regional Resource Centers

The Martin report mentioned four criteria as having been used for the selection of those libraries to become RRC's:[8]

1. Libraries with statewide significance for providing service beyond its immediate constituency.
2. Libraries spaced at intervals across the State, thereby enabling most citizens to make a roundtrip to at least one and consult its resources within one day.
3. Collections of at least one million volumes and 2,000 or more periodical journal titles.
4. Available specialized subject staff.

As stated, four libraries were proposed as Regional Resource Centers. Two were the largest public libraries in the State. These were The Free Library of Philadelphia and Carnegie Library of Pittsburgh, which were clearly the strongest public library institutions, ranking far ahead of all other public libraries in the State and among the largest in the country.

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[7] Ibid., p. 108.

[8] Ibid., pp. 11, 108.

The third library-designate was the State Library, located in Harrisburg, although at the time it did not possess the size book collection proposed by Martin, nor sufficient specialized subject staff. The State Library, however, had a record of freely sharing its resources with all types of libraries, even though in matters of statewide library development its responsibility was largely limited to public libraries.

The fourth choice of Martin for designation as an RRC was an academic library, the Pennsylvania State University Library, located near the center of the State. It, too, fell short of Martin's proposed standard for collection size, a situation which was shortly corrected.

The largest library of Pennsylvania, that of the University of Pennsylvania, also located in Philadelphia, was not recommended as a resource center, and no reason was given. Two other large academic libraries also were not mentioned by Martin, the resources of which were substantial then but have grown at a particularly fast rate since the 1958 report, namely, the libraries of the University of Pittsburgh and Temple University (Philadelphia). However, Martin suggested that informal arrangements be made for the purpose of augmenting research resources wherever they might exist.[9/]

Concurrent Designation as Both Regional and District Center

The Martin report recommended that three of the RRC's also be designated DLC's: The Free Library of Philadelphia, Carnegie Library of Pittsburgh, and Pennsylvania State University Library. (The State Library would be accorded regional resource status only.) It could have been anticipated that the dual function of RRC and DLC for the three libraries would have a significant impact on the scheme's operation as will be discussed later. As another variation in allocated responsibilities, the Martin report recommended that the Pennsylvania State University Library not provide extension service to the public libraries of its district but instead leave that directly to the State Library (as was also the recommendation for four college libraries proposed for DLC designation). This reduction in district responsibility of the

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[9/] Ibid., p. 109.

University Library also would signify only 50 percent of the usual annual funding as a DLC, but would not influence the proposed annual state grant as an RRC.

Organization for Coordinating Regional Resource Centers

Organizational responsibility for planning and carrying out the two activities of RRC's was proposed by the Martin study as follows:[10]

> Planning. A joint board of the chief librarian or designated representative of each RRC, with the State Librarian serving as chairman, was recommended for cooperative planning.
>
> Coordination. The State Library was suggested for coordinating "state-local resources" or, in effect, assuming leadership in carrying out the policies decided by the joint board. As already mentioned, this included coordination of collection development and serving as the channel for interlibrary loan requests to be made outside Pennsylvania.
>
> Rules and Regulations. The board would promulgate rules and regulations regarding the major research collections and their availability to citizens of the State through other libraries.

No administrative authority or operating budget was recommended by Martin for the board. This also precluded special coordinating staff.

Capacity of State Library to be Improved. Martin observed hierarchical problems within the state government which weakened the ability of the State Library to undertake the expanded role which he envisioned. He urged that the Department of Education (then termed Public Instruction), of which the State Library was (and is) a part, either abandon its long-standing passivity toward the library aspects of its responsibility and join vigorously in the program of library development or that "some other governmental structure or agency equal to the task be found."[11] The fateful circumstance of passivity by the Department of Education with respect to library progress in Pennsylvania will arise again subsequently in this report.

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[10] Ibid., pp. 11, 109.

[11] Ibid., p. 119.

State Financial Support for Library Service

State financial aid to public libraries, virtually nonexistent at the time of the report, was recommended by Martin as essential to the success of the plan he proposed for library development and cooperation. The recommendation was that 25 percent of all public library operating costs be borne by the State, which for 1957 would have been $5,440,411.[12] An estimated distribution of proposed state aid for the beginning year of the recommended program was presented in the report and is set forth here in Table 1. Additional expenditure of $1 million per year in capital funds was proposed for stimulating a $20 million program of public library construction with the State paying half.[13]

An increase of 92 percent in local financial support to public libraries also was proposed by Martin, intended to raise the amount from $8,596,441 received in 1957 to $16,520,781. This higher amount would constitute 75 percent of a total of $21,961,192 which he considered as acceptable total current support of public library services in the State.

An increase in the annual appropriation for the State Library also was proposed, from the $439,601 actual budget in 1957-1958 to $805,000, or 83 percent.[14]

Adoption and Implementation of the 1958 Martin Report

In 1961, the Legislature and Governor of Pennsylvania joined together in approving legislation to implement the major features of the 1958 Martin study.[15] In 1962, the planned program got under way. The appropriations necessary to finance the plan were made by the State and grew from year to year as the capacity of library organizations effectively to use these funds also increased. Increasing federal funds were also helpful. Truly, a new era had opened for public library service in Pennsylvania, one in which progress was steadily and generally achieved. That of the first five years is reviewed in the following chapter, together with additional recommendations made in a follow-up study by Lowell A. Martin in 1967.

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[12] Ibid., p. 128.

[13] Ibid., p. 122.

[14] Ibid., pp. 122, 139.

[15] Act of June 14, 1961: P.L. 324.

Table 1

PROPOSED ANNUAL STATE AID FOR LIBRARIES
AS OF 1957

	Basis	Amount
Local libraries	$.25/capita	$2,200,000
Equalization	Up to $.25/capita	400,000
Additional for District Library Centers	$.25/capita[a]	1,765,198
Additional for Regional Resource Centers	$100,000 each	400,000
For promotion and demonstration	$300,000	300,000
For state-aid administration	$100,000	100,000
Scholarships for professional study	$ 50,000	50,000
Subtotal for operations		$5,215,198
Capital Improvements	50% of cost	1,000,000
Total		$6,216,198

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[a] For population of the district outside the limits of the civil jurisdiction of the local library designated to serve as a District Library Center. Source: 1958 Martin Report, pp. 133, 138. A more detailed breakdown by districts was provided on pages 134-135.

II. LIBRARY DEVELOPMENT, 1962-1967, AND THE MARTIN RE-SURVEY OF 1967

As mentioned, the recommendations of the 1958 Martin study, offering great hope for more adequate library development, were generally incorporated into the law of the State in 1961. This action was followed by adoption of related policies and regulations by the State Library and all other participating library organizations.

During the succeeding five years the library community was involved in implementing the plan. It was aware, nevertheless, of a changing environment and of problems arising in the course of plan execution. Therefore, Lowell A. Martin was asked to make another study,[1] which he did in 1967, assisted by a number of research associates.[2] He made additional and modified recommendations which he expected would have validity for at least 10 years.[3] Some of the circumstances and problems commented in that report are relevant to this study. Therefore, a brief review of it here is deemed useful in understanding current problems and the basis for recommendations.

With respect to the development of public libraries since the first study, Martin found some that had progressed notably. Others were found the same as in 1958, with many quite weak. A large portion of the State's population was still unserved or substantially underserved, and he mentioned in particular the Appalachian center including most of the northern half of the State and a little of the south. The details are not of concern for the purpose of this study, but awareness of the generally unsatisfactory condition is helpful in understanding the environment in which the four Regional Resource Centers were operating.

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[1] Lowell A. Martin, Progress and Problems of Pennsylvania Libraries: A Re-Survey, Harrisburg, Pennsylvania, State Library, 1967.

[2] Resource Associates were: Dorothy Bendix, Terence Cowley, Laurent Denis, and Thomas Shaughnessy.

[3] *Ibid.*, p. 1.

Development of Local Libraries and District Library Centers, 1962-1967

Martin found that many District Library Centers had shared in the progress achieved during the first five years. However, he pointed out that it was uneven and that many library collections remained deficient. With respect to DLC's he called for "very significant development in district-center collections."[4/]

The following deficiencies set forth in the Martin 1967 re-survey with respect to local and district operations are relevant to this study.[5/]

1. Inadequate collections existed in many local libraries and district centers.
2. Some library staff, both at local and district center levels, did not promote interlibrary loan service.
3. Some local libraries were "most uninformed" about interlibrary loan and others held back on requests because of a feeling they would be imposing on district centers.
4. Only a small fraction of the monies received by DLC's had gone into districtwide cooperative and coordinating activities, most having been spent on district-center libraries.
5. Even though most grant money had gone into district-center collections, circulation service had not been made available without charge to persons outside the central city.
6. Publicity given to the people about the cooperative services available had been inadequate and unsystematic.
7. Unanswered reference questions were seldom referred beyond the DLC level.
8. Many local libraries ignored the interlibrary-loan function of the DLC's and sent their requests directly to the State Library.
9. DLC's were not yet thought of as information centers for their territories.

Each of the above deficiencies as noted by Martin reflected on the ability of the cooperative plan to satisfy the library patrons of Pennsylvania,

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[4/] Ibid., p. 31.

[5/] Ibid., pp. 25-26, 31-35.

but in particular they define the environment in which the four Regional Resource Centers operated in support of the overall plan and explain in part a failure to utilize the RRC's resources to the expected and desirable degree.

Development of the Regional Resource Centers, 1962-1967

The 1967 re-survey found that the variety and need for specialized and research library resources had been expanding more rapidly at the level of the four large libraries designated as RRC's than at the local and district levels.[6] Thus, the progress which clearly had been made by the regional centers now had to be measured against new needs plus newly available technology for communication and for storage and retrieval of information.

In April, 1962, following adoption of the 1961 Library Code, the four libraries recommended as Regional Resource Centers had organized for this cooperative activity. In 1967, Martin reported the following actions as having been taken:[7]

1. A board composed of the four library directors was created.
2. Each RRC agreed to list (or continue listing) currently acquired holdings in the Union Library Catalogue of the Philadelphia metropolitan area, which had been created by agreement among certain libraries for recording and locating specialized and research materials.
3. Areas of subject specialization for purpose of collection development, staffing, and reference were agreed; in 1967 this initiative was strengthened by publication of a more detailed guide to resources.[8]
4. Publication of a Guide to Lending Practices (1963) directed primarily to district centers.
5. The four resource collections and the Union Library Catalogue were linked together by teletype for rapid communication.
6. The full $100,000 annual grant to each RRC was first funded in 1966-1967, after several years of smaller but growing amounts.

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[6] Ibid., p. 39.

[7] Ibid., p. 39.

[8] Ralph W. McComb, Guide to the Resources of the Regional Library Centers of Pennsylvania, Department of Public Instruction, 1967, p. 57. This was prepared under contract with the State Library following endorsement of the Board of the Regional Resource Centers.

These actions were declared to constitute progress for the four Regional Resource Centers, but Martin pointed out that in the passage of time since the 1958 report "new regional possibilities emerged and should be prepared for in the immediate future."[9] These included the following:[10]

1. Other strong library collections in the State should be added formally to the structure; however, this did not signify increasing the number of formally designated resource centers.
2. The RRC's should be strengthened as the central and specialized referral point for very complex reference inquiries, making each a center for information service as well as interlibrary loan.
3. New technological advances in information storage, retrieval, and rapid transmission should be utilized as they become available.
4. State financial assistance to each resource center should be increased from $100,000 to $200,000 annually.
5. Centralized cataloguing should be done on a regional basis in anticipation of a national program.
6. The Union Catalogue should become a formal member of the Board of Regional Library Resource Centers and receive annual state financial assistance of $50,000.
7. The Board of Regional Library Resource Centers should be provided an Executive Secretary, with the position to be created in the Bureau of Library Development of the State Library.

Clearly the second Martin study saw a greater potential for service in the organization and cooperation of the major libraries as the ultimate resource for all other libraries. Especial significance may be given to the view that the functions of the Regional Resource Centers should be expanded beyond those recommended 10 years previously, no doubt reflecting the progress made nationally in library science in the years following the first study as well as the improved circumstances in Pennsylvania.

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[9] Martin Re-Survey, 1967, p. 39.

[10] *Ibid.*, pp. 39-41.

Of particular note are the recommendations that the Board of the RRC's be provided with a full-time executive secretary "to promote and coordinate regional library activity," and that additional large libraries be related to the structure of resource centers.[11] In the first report the utilization of strong special collections in libraries other than the four resource centers was suggested but without a formal structural link. And specific point also was made in the first report that no staff would be required by the Board of Regional Resource Centers. The new recommendations, therefore, were clearly evolutionary.

In the succeeding years two of those recommendations were implemented: (a) the cataloging system of the Ohio College Library Center (OCLC) became widely utilized in Pennsylvania as elsewhere over the nation and was organized in two areas, one around Philadelphia (PALINET) and the other centered in Pittsburgh (PRLC), and (b) the RRC's were strengthened as information and referral centers, notably the State Library. The activities of the resource-center program are examined in greater detail in a subsequent chapter.

Development of Cooperative Leadership in the State Library

In the 1967 re-survey Martin recounted the responsibilities which in his first report he had ascribed to the State Library. He had called the State Library the "key" to the proposed program, and now lauded that organization for its part in subsequent library progress. He also pointed out the fortuitous expansion of federal financial aid to public libraries which happened to coincide with the State's decision to embark upon the program recommended in his first report. Furthermore, the Department of Education, which had been criticized in the earlier report for neglect of its library responsibilities, was credited in this new study for supporting the adoption of the 1961 Library Code and for constructive policy statements.

The simultaneous increase in both state and federal funding had, indeed, enabled the improvement of many library services. At the same time, state and local emphasis on academic and school libraries had encouraged similar progress for all types of libraries. However, in laying the foundation for further recommendations, the Martin re-survey called attention to the following deficiencies in the leadership and performance of the State Library:[12]

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[11] *Ibid.*, p. 41.

1. The State was still short of feasible and needful statewide use of the specialized resources of the four RRC's.
2. Extension work by the State Library in the five districts in which an academic library had been designated as the center, to have been undertaken solely by the State Library in these cases, had not been carried out at all.
3. The State Library's staff had given too little time to planning and executing the principal goals of the plan, having been largely engaged in responding to a series of detailed operating problems at the request of libraries.
4. The State Library was inadequately staffed and financed, with consequent deficiencies in program planning, communication with the centers, collection development, and other aspects of the cooperative scheme.

To correct these deficiencies a number of recommendations were made for the State Library, including the following related to the functions of the Regional Resource Centers:[13]

1. The State Library should do more to promote the regional resource system.
2. A senior position devoted to research library service (and data processing) should be created in the Bureau of Library Development.
3. The collection and services of the General Library and the Law Library should be improved.
4. The position of the State Librarian should be reclassified to a higher grade.
5. In the management policies of the State Library the lines of internal responsibility and authority, as well as the performance standards of staff, should be specified.

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[12] Ibid., p. 43.

[13] Ibid., p. 45.

Financial Support of Libraries

In 1967, according to estimates in the Martin re-survey, the financial support of public libraries had more than met the goals recommended in 1958 except for inflationary effects. However, the proportion of revenue by source was not as previously proposed, the State's share having lagged behind the excellent gain in local revenues. But an unanticipated large increase in federal funds had more than made up for the shortfall in state aid. Martin's figures are presented in Table 2.

Table 2

PUBLIC LIBRARY REVENUES IN PENNSYLVANIA
AS PROPOSED IN 1958 AND REALIZED IN 1967

Source	1967 Revenue Proposed in 1958	Actual 1967 Revenue (Estimated)
Local funds	$16,520,781	$17,500,000
State funds (including State Library)	7,245,411[a]	5,400,000
Federal funds	--	4,250,000
Total	$23,766,192	$27,150,000

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[a] State Library was proposed to be $805,000; this amount also includes $1 million for library building construction.

Source: 1958 Martin report, p. 122; 1967 Martin re-survey, p. 49.

However, inflation between 1958 and 1967 had cut seriously into the buying power of revenues. Martin commented that the price of books and related materials had increased 40 percent. In 1967 dollars he estimated that the cost of the originally recommended program would have required $33-$34 million.[14]

Local funding did not increase in equal percentages for every library. With respect to district centers, as key links with the regional centers, four were identified as having received less funds in 1965 than in 1963, for example, and five others were found to be receiving about the same amount. Martin raised the question whether some local appropriating authorities were exploiting the program to reduce local aid, thereby placing the entire plan in jeopardy.[15] Clearly, most were not.

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[14] *Ibid.*, p. 49.

Another new factor was the generally increasing library needs over the nation, which had outmoded the standards set forth in the 1958 study. The resurvey estimated that under new, but still conservative standards of library service, the public library program of Pennsylvania would cost $48-$49 million.[16] This would have been double the amount of current revenues in 1967.

In view of the changed conditions, Martin made the following proposals related to financial aid:[17]

1. The public library program should be provided with $24 million in local funds, $16 million in state funds, and $8 million in federal funds, for a total of $48,600,000.
2. To induce local authorities to finance their libraries at or above the proposed minimum, an incentive plan should be incorporated into the state-aid formula.
3. State aid to district centers should be increased three or more times.
4. Annual aid to Regional Resource Centers should increase from $100,000 to $200,000 each.
5. Aid to public libraries should be dependent upon compliance with explicit standards and regulations, enforced by the State Library.

A significant change occurred between 1958 and 1967 in Martin's philosophy with respect to the relative financial responsibility for public library service among the three levels of government. Substantially greater reliance was to be placed in the future on federal funds. Also, the state portion of total state-local revenues for operations was to increase from his 1958 proposal to 25 percent to a 1967 recommendation of 40 percent. With regards to total funding of public libraries, Martin recommended in 1967 that the portion from local sources drop to slightly less than half.[18]

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[15] Ibid., p. 50.

[16] Ibid., p. 51.

[17] Ibid., pp. 51-52.

Another interesting (and strange) change occurred with regard to the financial-aid formula proposed for district centers. The 1958 report recommended 25 cents per capita be granted by the State to district centers for services provided outside their local-library boundaries, thereby tailoring the state grants to the amount of district work to be undertaken. In 1967, however, he recommended grants based on the entire population of the district. Under this new plan, district centers with a relatively small portion of "outside" people in their district (that is, people outside the governmental jurisdiction of the library designated as district center) would receive much more state aid per capital with which to provide them service than another district with a larger outside population to serve. This recommendation was adopted, and inequalities between state funding and the workload of the respective DLC's have occurred accordingly. The adverse effect of this inequity on relative service requirements of RRC's by DLC's may only be surmised, however, due to the presence of many other variables.

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[18] *Ibid.*, pp. 49-51.

III. ADOPTION AND IMPLEMENTATION OF THE RECOMMENDATIONS OF THE MARTIN STUDIES RELATING TO REGIONAL RESOURCE CENTERS

The Act of June 14, 1961, Public Law 324, incorporated in all important aspects the recommendations of the 1958 Martin study regarding Regional Resource Centers. The following provisions constitute all current specific references in the law to Regional Resource Centers, and are cited from the Library Code, Act of June 14, 1961, P.L. 324, as amended through January 3, 1972. (Other provisions relate thereto, but do not make such specific reference.)

ARTICLE I

> Section 102. Definitions. As used in this act--
>
> (4) "Regional Resource Center." Any library designated as such by the State Librarian and receiving state aid for the purpose of acquiring major research collections and, under such rules and regulations as are promulgated by a board consisting of the head librarians of all regional resource centers and under the chairmanship of the State Librarian, making them available to the residents of the Commonwealth on a statewide basis.

ARTICLE II

> Section 201. State Library and State Librarian; Power and Duties. The Department of Public Instruction[1] shall have the power, and its duty shall be:
>
> (6) To give advice and counsel to . . . all regional resource centers . . . in the selection of books, cataloguing and other details of library management and as to the best means of establishing and administering such libraries.
>
> (7) To inspect . . . regional resource centers and require reports in such manner as may be deemed proper.
>
> Section 209. Regional Library Resource Centers. The State Librarian shall designate four Regional Library Resource Centers to be located at the following places:

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[1] Now designated the Department of Education.

Free Library of Philadelphia
Pennsylvania State Library
Pennsylvania State University Library
Carnegie Library of Pittsburgh

Section 210. Powers and Duties of Regional Library Resource Centers. Regional Library Resource Centers shall have the responsibility and power to acquire major research collections and, under rules and regulations as are promulgated by a board consisting of the head librarians of all Regional Library Resource Centers and under the chairmanship of the State Librarian, to make them available to the residents of the Commonwealth on a statewide basis.

ARTICLE III

Section 301. System of State-Aid for Regional Library Resource Centers. A system of state-aid to assist in the support and maintenance of . . . regional library resource centers is hereby established.

Section 303. State-Aid. State-aid shall be paid when a library achieves the applicable standards determined by counselling with the State Librarian pursuant to the advice and recommendations of the Advisory Council on Library Development, or submits plans as set forth in Section 304 of this act leading to the achievement of such standards and makes a minimum financial effort as follows, except that no library receiving state-aid prior to and at time of the approval of this act shall receive less state-aid as a result of the provisions hereof notwithstanding that such library has not accepted the provisions of this act.

(5) Regional Library Resource Centers. In the case of a library designated by the State Librarian to serve as a regional library resource center, additional annual state-aid in an amount not to exceed one hundred thousand dollars ($100,000) shall be paid to such library.

Section 304. State Librarian to Approve Plans: . . .
(a) Each library desiring to receive state-aid under this act shall submit to the State Librarian a plan for the use of the funds and no payments of state-aid shall be made until such plan is approved by the State Librarian in accordance with rules and regulations approved by the Advisory Council on Library Development. Subsequent changes and modifications in a library plan may be submitted at any time for approval by the State Librarian. Libraries qualifying for aid shall have five years to achieve applicable standards. Further extensions of time may

> be permitted with the approval of the State Librarian acting under regulations made by the Advisory Council.

Regarding the authority of the Advisory Council on Library Development, a body referred to in Section 304 set forth above, said Council has the power and duty "to promulgate rules and regulations for the approval of plans for the use of state funds," according to Section 204 (5) of the Library Code. It also constitutes a board of appeal in disputes arising from decisions of the State Librarian which affect eligibility for and the amount of state aid.

Comments on the Law Relating to Regional Resource Centers

The law generally follows the recommendations of the 1958 Martin study, but a few variations exist, and a number of related matters, following hereafter, are worthy of comment.

Eligibility Standards for Regional Resource Centers

The purposes of Regional Resource Centers as set forth in the law coincide with those of the 1958 Martin study. Eligibility standards for RRC's are not established by law. It appears that the State Librarian has this authority in the grant of power to promulgate rules and regulations, subject to the approval of the Advisory Council.[2] However, no such standards have been established by rules and regulations, although some were suggested in the 1958 Martin study as mentioned earlier.

Designation of Regional Resource Centers

Section 209 of The Library Code directs the designation of four named libraries as Regional Resource Centers. It also appears that Section 102 (4) authorizes the State Librarian to designate others as RRC's, and the language of Section 303 (5) reinforces this interpretation, and also anticipates a similar appropriation (not exceeding $100,000) to each of them.

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[2] Section 203 (15) of the Library Code.

Organization and Powers of the Board of Regional Resource Centers

The designation of a particular library subsumed its acceptance as such before actually becoming a regional resource center.

Although the 1958 Martin study suggested that the head or a designated representative of each library constitute the Board of RRC's, the law specified the head of the library only.

The chairman of the Board also was specified by law as the State Librarian.

Amount and Manner of Payment of State Aid to RRC's

The Library Code (Section 303 (5)) specifies that each RRC may be paid annually an amount not to exceed $100,000. It does not require that each RRC be paid the same amount; this could be related, for example, to the cost of services rendered or value of resources acquired. Nor does the law require that the amount be paid in a lump sum, but could be related to discrete program aspects (subject to total annual amount of $100,000). Also, it may be paid in a series of several payments according to a reasonable plan of service presented by a regional resource center and approved by the State Librarian. Such a plan could be prepared in response to regulations adopted by the State Librarian and approved by the Advisory Council on Library Development.

Delimitation of Authority Between the Board of the Regional Resource Centers and the Advisory Council on Library Development

An interpretation of the limits of authority of the RRC Board and the Advisory Council would seem desirable in view of a possible conflict of roles, although none has come to attention in the course of this study. The RRC Board appears to have sole authority to adopt rules relating to making their collections available to the residents of the Commonwealth. This authority probably extends to all cooperative arrangements adopted by the Board in furtherance of their two very broad objectives of maintaining and improving their collections in a coordinated manner and in lending them throughout the State.

On the other hand, in a dispute between any regional resource library and the State Librarian over eligibility for, or the amount of, state aid as an RRC, the Advisory Board rather than the RRC Board appears to be the correct appeal authority.

Position of the State Librarian

The State Librarian has a particularly complex role to play in the program of the RRC's. First, the State Librarian is responsible to the Department of Education and the state government for formulating and carrying out overall state policy regarding relationships with the large libraries designated as RRC's, the preparation of appropriate rules and regulations, the administration of state funds appropriated for an agreed program, and other similar duties of administrative nature on behalf of the state government. Second, the State Librarian has a special role as head of one of the regional resource libraries, working cooperatively with the heads of the other large libraries so designated to evolve detailed, workable procedures to enhance the success of the program. Third, the State Librarian is designated by law as the chairman of the RRC Board, and must assume a leadership role in the policy decisions of this body and in overseeing their execution. Fourth, the State Librarian must work with the Advisory Board in considering the adoption of rules and regulations and appeals based thereon. Fifth, the State Librarian must direct the State Library in carrying out its share of regional resource responsibilities.

Thus, there are several roles which must be played by the State Librarian, and these are subject to conflicts of interest. In considering these roles and the potential conflicts, one may ask whether the responsibilities of this official might be simplified and made more workable, a question which is addressed later in this report.

Retrictive and Nonrestrictive Clauses in the Library Code as Factors in Possible Changes

The 1961 legislative enactment, the first such comprehensive library legislation in the history of the State, did not excessively restrict reasonable implementation of its excellent general purposes in library development. Nevertheless, in the course of this study of future needs and the means to satisfy them, two important changes will need to be made in the law. These are the present stipulationsthat the State Librarian must be the chairman of the RRC Board, and the limitation of $100,000 on the amount of state aid which may be paid annually to each RRC. Although mentioned now in this discussion of the Library Code and RRC's, an analysis regarding these two points will be provided subsequently herein.

On the other hand, no restriction appears to exist with respect to the appointment by the RRC Board of staff needed to carry out an adopted program and the payment of such staff from appropriated state funds. Ample authority for program support by designated state library staff also appears to exist, including in-depth planning. The law places no restriction on the type of library which may be designated a regional resource center, as already exemplified by the two public, one academic, and one state library now serving in this capacity.

The restrictions and options provided by the law as now written govern the choice of means for making future changes in the RRC program. The proposals of this study will be related, therefore, both to current legal requirements and to needed changes in the law if certain desirable program modifications are to be effected.

Library Regulations in the Pennsylvania Code

Under the provisions of a Commonwealth Documents Law adopted July 31, 1968, seven years after the enactment of the Library Code, a Pennsylvania Code was established. As an official publication of the State, the Pennsylvania Code contains regulations adopted by the various state agencies and are "declared to be the only valid and enforceable text." The Pennsylvania State Library has adopted a number of regulations, some of which deal with Regional Resource Centers, and published them in the Pennsylvania Code.

Annual Plans, Aid Applications, and Funding

Section 131.18 states the eligibility of RRC's for state aid depend upon approval of a plan for its use in accordance with Chapter 141 of the Code.

Section 131.19 states that no aid shall be given to libraries charging registration or annual fees for service. It also contains a paragraph (c) which generally repeats Section 131.18 mentioned above.

Section 131.31 provides that annual applications for state aid shall be made according to instructions of the State Library and filed by October 1. This is followed by Section 131.32 regarding proof of eligibility, but this section appears to refer to municipal libraries and seems to overlook the organizational situation of the Pennsylvania State University Library.

Section 131.33 repeats the language of Section 131.18 and Section 131.19 (c) to the effect that state aid requires a prior approval plan. Section 131.34 is procedural.

Section 131.36. Re-education of State Aid. This section is particularly important, as it represents a self-imposed restriction on the state aid management of the State Library itself. The section, which was added April 21, 1972, reads as follows:

> The full amount of per capita aid, additional aid, district library center aid, and regional library resource center aid authorized by Section 303 of the Library Code (24 P.S. 4303) will be paid if sufficient funds are appropriated by the General Assembly. If an insufficient amount of money is appropriated, each type of aid will be reduced proportionately.

As currently written, this section would appear to commit the State Library to pay the full $100,000 annual grant to each RRC (if appropriated) rather than in accordance with need or performance. As will be discussed subsequently in this report, the financial obligations of the RRC's and their expenditures, too, vary widely in discharging their responsibilities, raising questions of equity and program effectiveness under such rigid funding practice.

Section 137.1 reiterates the provision of the Library Code that the State Library, in order to carry out its mission, may inspect libraries, including Regional Resource Centers.

Section 141.3 reiterates the language of the Library Code regarding the purpose of Regional Resource Centers and the creation of the Board.

Sections 141.11 through 141.15 relate to annual plan submission, prohibited expenditures, unexpected balances plan amendments, and the general nature of the plan. The last of these five sections, relating to the general nature of the plan, indicates that state aid is given with virtually no program requirements. While district library centers are mentioned in the section and Regional Resource Centers are not, it appears that the latter are probably included. The text of this section reads as follows:

§141.15. General nature of plan.

The plan for use of State funds need not be for special or extraordinary projects. It may represent a simple program to add State funds to local funds for the purpose of increasing expenditures for books, salaries, operating expenditures, or capital expenditures, and to join in the cooperative practices of the district library center system of the library's district. The State aid may be apportioned to any use which leads to the library's increased effectiveness or efficiency over and above the level reached the preceding year. The plan should include a statement of how the library board of directors expects the intended use of State funds to improve the quality of the services of the library.

Section 141.23 states that in considering the plans of RRC's the State Librarian shall be guided by whether such plans are in accord with objectives agreed upon by the RRC Board and rules and regulations promulgated by the Board. To date this provision has not been implemented by rules and regulations nor by formally declared objectives beyond those stated in the law and the provisions of the Pennsylvania Code mentioned above.

IV. INITIATING THE WORK OF THE REGIONAL RESOURCE CENTERS

Following is a review of the highlights of action taken by library authorities to implement the concepts of the two Martin studies as incorporated in state legislation. Such review is deemed useful in ascertaining the successes and failures of the program, and identifying the elements of law, organization, financing, and other factors which influenced these outcomes over time. Clues for future changes in the program emerge from this examination.

The first meeting of the Board of Regional Resource Centers was held on January 25, 1962,[1] in the State Librarian's office in Harrisburg, approximately seven months following legislative authorization.

All four board members, directors of the respective libraries, were present:

Ralph Blasingame, Jr., State Library, Chairman
Emerson Greenaway, Free Library of Philadelphia
Ralph W. McComb, Pennsylvania State University Library
Ralph Munn, Carnegie Library of Pittsburgh

Five others with important responsibilities for carrying out the program also were present:

Helen D. Hutchinson, Free Library of Philadelphia
Daniel R. Pfoutz, Carnegie Library of Pittsburgh
William S. Pierce, Pennsylvania State University Library
Charles H. Ness, State Library
Jayne L. Hess, State Library

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[1] Minutes of Board of RRC's, January 25, 1962 (Harrisburg: Files of Division of Library Development, State Library).

The Board's Views on Policies and Programs

State Librarian Ralph Blasingame, Jr., chairman by virtue of law, opened the meeting by reviewing the purpose of the Regional Resource Centers (RRC's). His first point was to emphasize that the word "regional" in the title of the centers was, in part, a misnomer. No geographical regions were to be assigned the respective centers with respect to certain specialized resource fields. Instead, each would have statewide responsibility for collecting and sharing these materials. He did envision that each RRC might at some time in the future be assigned an areal responsibility for basic collections in all fields. Following discussion this dual concept was agreed. In practice, however, areas were not imposed. Although advantages of convenience, lower costs, and time savings might have influenced user libraries in many instances to use the nearest RRC, freedom to go to any of the four became the prevailing preference.

A Common Lending Policy

The Board agreed that the four centers should have a common lending policy and that Mr. Albert Gerould of the Free Library of Philadelphia should be asked to prepare a draft for consideration.

Financial Policies and Procedures

It was also agreed that the four libraries would be able to spend funds received from the State in any way that would support the best service.

A suggestion was made that certain procedures, such as matters of charge to commercial users, should be incorporated into regulations. (To the time of this study, however, no regulations on any subject were actually adopted by the Board.)

The Chairman pointed out that each center, in accordance with law, would be required to submit an annual plan for the use of state funds. Also, their accounting system would have to be set up to permit an audit of the expenditure of such state funds and to show that the state financial aid was not merely used in the general program of the library. (Both of these objectives have proved difficult or impractical to accomplish in practice. No specific procedures in this matter were adopted as regulations of the Board.) The amount of the grants in the first year, 1961-1962, were only $10,000 for each library for planning purposes, and no plan was required in advance in this instance. An exception was the State Library, which received no funds from this source, a circumstance noted by the Board which led to adoption of a resolution that the State Library be adequately staffed to carry out its responsibilities under the newly adopted library legislation.

Membership of Philadelphia Bibliographic Center Proposed

The participants of this first meeting agreed that the Union Library Catalogue of Pennsylvania (ULC), headquartered in Philadelphia, should serve the program as a center for interlibrary loan and a clearing house for coordination of material purchases. The importance of ULC to carrying out the cooperative program was recognized, and it was proposed that its director, Miss Eleanor Campion, should be invited to some of the meetings. (This feeling persisted, apparently, and no doubt influenced the recommendation in the 1967 Martin re-survey that membership on the Board be extended to the Director of the Bibliographic Center. This was never done, however, due to the introduction of new technology, largely the services of the Ohio College Library Center (OCLC), and over several years later the work of that center declined sharply. Its files are still in use for older materials never entered in the records of OCLC by the holding libraries.)

Broadening the Arrangement to Include Other University Libraries

At this first meeting the need to bring other universities into the cooperative arrangement was broached. In this respect, reference was made to certain far-reaching proposals then being considered in New York State for the development of statewide reference service involving the large libraries. (Coopting other large libraries in the Pennsylvania plan was mentioned again later in the 1967 Martin re-survey, and given greater emphasis than initially. However, no corresponding formal steps were ever taken by the Board.)

Coordination of Major Purchases of Materials

The board members expressed their belief that it would be possible and advantageous to prepare a plan for coordinating major purchase of library materials and periodical holdings. Initially, three steps were proposed: (a) the State Library was charged with investigating the experience of other libraries; (b) lists of current periodical holdings would be exchanged; and (c) the personnel of the four libraries charged with processing would be asked to meet for developing cooperative procedures.

Allocation of Subject Fields

Each library agreed to prepare lists of the subject fields in which it was strong and those in which it would be willing to develop further through joint planning and with state financial aid. Carnegie Library of Pittsburgh distributed its list of interests as a guide.

Involvement of Library Staff Members

Meetings on regional resource center cooperation among staff members concerned with resources, acquisitions, equipment, and circulation were agreed, rotating such meetings among the four libraries. Further to enhance communication, copies of all letters on RRC activities would be sent to other libraries.

One Great Statewide Library Facility

Distributed at the meeting were copies of page 108 of the 1958 Martin study, which set forth the philosophy and aspirations of the plan for Regional Resource Centers, and which included the statement, already quoted that the four great collections might be thought of as a single state facility, avoiding unnecessary duplication and constituting the strongest state library resources.

Progress in the Program of the Regional Resource Centers

No attempt is made here to present a complete history of the development of the Regional Resource Centers, but the highlights of discussion and action of the RRC Board and its committees are useful in ascertaining the measures of cooperation desired and taken, problems and obstacles encountered, successes and failures. They also reveal some of the changes taking place in the environment of libraries, including technological advances, which modified early ideas and opened up new possibilities for fruitful interaction.

No attempt is made to trace each relevant topic through the years as they may have been discussed and dealt with in the meetings of the Board and supporting committees. Instead, certain major decisions, activities, and suggestions are mentioned hereafter.

Comprehensive Book Purchasing

At the board meeting of December 2, 1964, an invitee, Mr. Eric Moon, suggested that the question of availability of books be settled by purchasing all of them (presumably in English in the United States at least) and distributing them according to the agreed subject-specialization plan.

A staff committee suggested "pooling" the subject specialists of the four respective libraries.

Unnecessary Duplication of Materials Existed

At the meeting of October 16, 1963, Miss Eleanor Campion, Union Library Catalogue of Philadelphia, pointed out with respect to the RRC's "that libraries are duplicating material where it is not necessary and missing other important items." The need also was suggested for a survey of special library resources.

Managing Periodicals

A Periodical Project Committee meeting on May 18, 1964: (a) urged creation of a clearinghouse for evaluation of new periodicals, for which staff time would be required; and (b) announced that an improved division of periodical holdings among the four RRC's had been achieved.

Unfilled Requests as Guide to Acquisitions

The Union Library Catalogue, at the RRC board meeting of January 18, 1966, agreed to continue furnishing complete lists of nonlocated items of the Catalogue's operation, to be used by the RRC's in their acquisitions process.

Response to Interlibrary Loan Requests

At the RRC board meeting of May 17, 1965, an analysis of interlibrary loan requests revealed that over a five-month period in which 2,878 items were requested of the Union Library Catalogue, 63 percent were found in the RRC's, while 22 percent were found in other libraries with holdings in the Catalogue.

Review of the Materials Purchased for the Program

After the mutual arrangement had existed for several years, a first attempt was made to see more precisely how the program of cooperative acquisitions worked. At the RRC board meeting of January 18, 1966, each library was asked to furnish to the State Library a list of all materials purchased for the regional program. The files of the State Library do not reveal the outcome of this review. Nor did this become a standard procedure.

At the same time, one board member requested a clarification of the amount of separate accounting needed for state-aid funds.

Routing of Specialized Reference Inquiries

On June 24, 1966, the RRC Board agreed that the Dewey classes assigned to each regional library as fields of subject specialization should be publicized among local libraries in order that specialized reference inquiries would be made directly to the appropriate RRC. When in doubt the inquiries would go to the State Library.

Guide to RRC Resources

At the same meeting, Ralph McComb, Director of the Pennsylvania State University Library, presented his plan for a guide to resources of the Regional Resource Center Libraries, commissioned by the State Library. (This was to prove a long-enduring guide for subject specialization by the respective RRC's.)

More Libraries to be Designated Regional Resource Centers

Shortly after the June 24, 1966, meeting of the RRC Board, Lowell A. Martin began the re-survey which led to his updated report of 1967. In the minutes of the RRC Board of March 31, 1967, State Librarian Ernest E. Doerschuk said that Martin was considering two more libraries for designation as Regional Resource Centers. (Ultimate report did recommend the "affiliation of several additional libraries with the Board of Regional Library Resource Centers," but made no mention of specific libraries.)[2]

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[2] Martin Re-Survey of 1967, p. 41.

RRC Coordinator and Secretary

Mr. Doerschuk also mentioned that Martin might suggest a coordinator for the RRC's, who also would serve as Secretary to the Board. (This recommendation was indeed made, with the coordinator/secretary to work for the State Library rather than the Board.)[3]

New Tasks Proposed for RRC's

In a memorandum of July 20, 1966, Charles H. Ness of the Pennsylvania State University Library suggested consideration of further development of RRC services in several ways, including: (a) the creation of statewide union lists of serials, microforms, Pennsylvania Assembly hearings, foreign government publications, foreign language holdings, and genealogical materials; (b) service in exchanging duplicates of books and periodicals; (c) regional storage centers; and (d) guide to collections of pre-1950 technical reports.

Progress Reports and Further Program Development

The RRC Board and related staff committees met more frequently in the early years than later, and the minutes reveal the meetings to have encouraged important exchanges of information upon which individual libraries could act. The meeting of November 10, 1966, was one such meeting. Also from these minutes, the importance of the Union Library Catalogue of Philadelphia acting voluntarily as a staff unit to the Board was indicated, the Board having no staff of its own. (The staff of the several member libraries occasionally undertook special tasks on behalf of the program as a whole.)

At this meeting discussion was held regarding communication, photocopying prices, inability of the Union Library Catalogue to coordinate purchasing proposals without more staff, need for a central storage facility, ways of spurring the development of collections of district library centers, and improvement in the distribution of state documents.

Review of the Interlibrary-Loan Program

The board meeting of February 14, 1968, among various topics, received a committee report on interlibrary-loan policies and procedures from the committee's chairman, Hunter Rineer of the State Library. The Board agree with two of the committee's recommendations: (a) that ILL requests be channelled from local libraries through their respective district centers; and (b) district centers would forward requests to the particular Regional Resource Center responsible for the subject specialization involved. (The first recommendation tends to have been accepted in practice. The second apparently received only slight acceptance and, with the advent of the bibliographic system of the Ohio College Library Center, fell in almost total disuse.) Seven other recommendations were recommended for further study. (In some cases they were, indeed, still being studied as this report was in preparation, partly due to the rapidly changing environment in which libraries currently operate.)

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[3] Ibid.

Improvements in the State Library

The 1958 Martin report had commented on the need to improve the State Library if it were to serve adequately as one of the four resource centers. The minutes of the Board's meeting of October 3, 1969, mention some of the changes which so importantly improved the State Library in the 11 years following that report, as well as the significance of some of these changes in the policies of other libraries.

Having been designated as Pennsylvania's official depository for U. S. government publications, 11 other libraries had been able to dispose of items, some of which were accepted by the State Library, it was pointed out by State Librarian Ernest E. Doerschuk. The State Library also was subscribing to nearly every American indexed periodical title. The total of all periodical titles had reached 3,500.

Important Library Needs and Inadequate Organization Means

The reading of the minutes of the RRC Board over the years following its creation in 1962 indicate that the program needs identified by the library community and the means for their satisfaction were not adequately matched by the organization created following the 1958 Martin report. This situation persisted following the 1967 re-survey, as illustrated by the minutes of the RRC Board of October 3, 1969. Some problems of interlibrary cooperation were raised

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for which the existing cooperative library structure was not adequately prepared to cope. Among these were questions of possible separate and uncoordinated union lists and catalogs, and lack of practical means and financing for cooperation between academic and public libraries. In western Pennsylvania the Pittsburgh Regional Library Center recently created to respond to some of these needs was mentioned as perhaps the organizational answer for some of these problems in that area.

Achievements and Shortcomings

From a reading of the files of the Board of Regional Resource Centers and of the staff committees formed by the Board, one is impressed by the value of the organization as a means for identifying problems, assessing the environment within which improvements have to be made, and the need for cooperative action among large libraries. As time passed, however, the shortcomings of the mechanism for acting decisively on behalf of the four resource centers became more and more apparent to its members and to the library community they serve. A process of evaluation began, which is described in the following chapter.

V. THE CONCEPT AND SERVICES OF THE REGIONAL RESOURCE CENTERS COME UNDER CRITICAL REVIEW

After about 10 years of operation of the Regional Resource Centers (RRC's), the files of the State Library indicate that more critical questioning began to emerge regarding their role and the organizational structure through which their cooperation was carried out. Implementation of the two major duties outlined in the Martin studies of 1958 and 1967, resource collection and interlibrary loan, had not been found wholly satisfactory by the resource centers themselves. Other libraries, both public and academic, found fault with the services provided or believed that the full potential of the program was not being realized. By 1976, the members of the Board discussed the "stagnation of the regional program."[1] Was the concept of resource centers invalid, or its execution faulty, or both? Environmental and technological limitations appear to have been conceded, but belief persisted that the shortfall in performance was substantially remediable through agreed action. The question: what action?

The following is a summary of some of the major concerns of the RRC Board, the resource centers' staff, the user libraries, and the State Library staff.

Resource Collections: Progress and Problems

Shortly after the RRC's were established they began to receive the maximum annual amount of state financial aid allowed by law--$100,000. This was spent as each library might choose for the objectives of the program. In practice the cost requirements of interlibrary loan were found compelling, so that the proportion of these funds spent for library materials represented the balance, whatever that might be. By 1970 it was found that rising interlibrary loan costs left less and less each year for materials, a circumstance mentioned specifically at that early date by two of the centers.[2]

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[1] Minutes of the RRC Board, February 18, 1976.

[2] Annual reports of operations as a Regional Resource Center, 1970, of the Pennsylvania State University Library and the Free Library of Philadelphia.

As inflation also began to reduce the buying power of the $100,000 annual grant, this was a complaint that would be made repeatedly thereafter.

Critique of the Program for Research Collections

The research collections of the RRC's were visualized from their inception as a shared responsibility of the resource center program and the normal funding sources of the four RRC's. The two public libraries (Pittsburgh and Philadelphia) received their major funding from local sources. Pennsylvania State University Library received its basic funds through the University's appropriation from the State. The State Library also received its principal funding as a unit of the Department of Education of the State.

Therefore, the adequacy of each research collection was primarily dependent upon the traditional income from local or state sources intended to serve the libraries' primary clientele. The rise and fall of these traditional appropriations, coupled with inflationary factors, plus branch library demands in the case of the two public libraries, probably played a more important part in determining the adequacy of their collections for research than the ever-diminishing portion of the grant of the State available for that purpose. While in the case of the two state-financed RRC's it would have been possible to adjust the budget requests into a unified plan for legislative consideration, a more complicated joint agreement between separate taxing and appropriating authorities would have been required if a planned financing level were to be achieved and maintained by the two public libraries.

These differentiated sources of funds have unquestionably been partially responsible to date for the lack of precision in defining the collection levels of the respective RRC's. The State Library led in efforts to define collection levels, and this will be discussed in more detail later.[3]

Review Proposed of the Program of Specialized Research Collections

The 1958 and 1967 Martin reports did not greatly expand upon the concept of Regional Resource Centers. Specialized collections serving as a joint state facility, avoiding in the process unnecessary duplication of library materials, and supported by state funds, were the principal features of the concept. It also was suggested that this group (initially four libraries) become the continuing coordinating agency to promote the best possible development of resources in all the major libraries of the State.

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[3] Minutes of RRC Board of February 18, 1976, p. 1.

As could be expected, once the concept was adopted and operations begun the Board of the Regional Resource Centers was confronted with numerous practical problems. These were compounded by changing conditions over the years. As time went by more and more questions arose and their insistency became more urgent. Those raised among the four resource centers themselves are well documented in the files of the State Library. Among the concerns which arose about collection development were the following:[4]

1. Unnecessary duplication of materials among the RRC's.
2. Need of standards for the preservation and withdrawal of materials from the assigned subject specializations.
3. Need for a policy on local history collections.
4. Needed guidelines on foreign-language materials.
5. How to achieve comparable strength in the research collections in each of the four centers.
6. How to relate RRC collections with university and college collections in the State.
7. The effect on collection development should other libraries be designated as RRC's.
8. How collection development would be affected should certain services of each RRC be prescribed within defined geographic boundaries, i.e., regionalized rather than statewide.
9. Need for reexamination of subject responsibilities.
10. Proper proportion of funds from normal sources and RRC grants in maintaining the research collections.
11. Involvement of staff in depth in the planning and execution of collection policies.

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[4] From the following documents: (1) RRC Board minutes, June 2, 1977; (2) memorandum of State Librarian to RRC Board and Working Committee, April 9, 1976; (3) RRC Board minutes, February 18, 1976; (4) Task Force minutes, July 30, 1974; (5) RRC Board minutes, May 14, 1974; (6) RRC Board minutes, February 18, 1976.

12. Staff training needs.
13. Need for a full-time staff to serve the RRC Board in collection development as well as other program aspects.

Regional Resource Centers and Their Interlibrary Loan Programs in a Changing Environment

The program of interlibrary loans is the principal means for providing to all Pennsylvanians access to the vast holdings of its designated resource centers. It constitutes the primary justification for assembling the specialized collections in coordinated fashion and for state financial aid for such purpose.

The 1958 Martin study recognized the importance of interlibrary loan as it had already developed. No doubt the activity's success to that point was the basis for proposing its further development. However, expansion to the degree envisioned by Martin required reconceptualization of the role of the large libraries, one which would bring recognition and acceptance of a new statewide role beyond former "local" concerns. It would be a role underscored not only in magnanimous concept but one which would need to be supported in law, by library management, and through greatly increased state funding.

As a naturalist traces a food chain among fauna to the culminating species, the librarian does the same in reverse for the intellectual and informational appetites of each library in representation of its patrons. Each library tends to consume part of the resources of the next larger library, depending upon the very largest for the rarest items of the menu. Although occasional recourse is made to out-of-state libraries, the Regional Resource Centers were designated as the end of the bibliographic chain in Pennsylvania. This justified the need for special funding of the large libraries accepting this designation, with state funding to be provided for what clearly includes a statewide as well as a local benefit.

Why Were the Resource Centers Called "Regional"?

Such designation of the Resource Centers as "regional" has perpetuated, nevertheless, a continuing confusion of their mission, especially among the libraries that call upon them for assistance. The question has been raised from time to time in meetings of the Board itself, dating from the first meeting. Perhaps the assignment of distinctive subject specializations in the research collections has been a partially clarifying force, since it becomes obvious that assigning exclusive responsibility for collecting in specified subjects makes the respective library the major resource in that topic. Therefore, in the operational plan adopted, each requesting library may go to the RRC designated for a given subject, regardless of geographic location within the State. Nevertheless, the term "regional" has been a persistently confusing and misleading term judging from repeated questioning ranging from the user libraries to the resource centers themselves.

The Influence of Subject Requests on Understanding the Role of the RRC's

A factor in strengthening the recognition of subject specialization for interlibrary loans has been the further development of professional staff to maintain the respective collections. Reference requests, it was assumed from the outset and confirmed in practice, would best be filled by the subject specialists of the RRC carrying the respective bibliographic responsibility. Therefore, reference requests and interlibrary loans have tended to be mutually reinforcing in gaining recognition of the adopted plan for subject specialization. The word "tended" is used intentionally, however, because such recognition has not been as universal or strong as desired for effective program execution by the resource centers.

Interlibrary Loan and the Philadelphia Union Library Catalogue

In determining practical means for carrying out the interlibrary loan process, the RRC's quickly discovered their dependency upon the Union Library Catalogue (ULC) of Philadelphia, which antedated the RRC's by several years. Indeed, ULC had expanded beyond the Philadelphia area to include the collections of several distant libraries, and it became important for all four, not just several, of the RRC's to place their holdings in that catalogue in order to facilitate interlibrary loan through prompt locator service. The head of ULC, Eleanor Campion, quickly became a regular and knowledgeable participant at the RRC Board meetings.

The Important Role of District Library Centers in Interlibrary Loan

Since the cooperative library organization of the State, based on the 1958 Martin study, provided for up to 30 District Library Centers (mostly public libraries, eventually all public libraries), the interlibrary loan procedure was quickly organized to channel all other public library requests first to the DLC's and then to RRC's. At the same time, the collections and staffing of the DLC's began to improve under the stimulus of state financial aid. The other public libraries also developed greatly, as planned.

The result of the new cooperative system as a whole was a greater call by the public on library resources beyond their own local library. The interlibrary-loan demand on the RRC's increased, although in the early years, at least, at a rate below that expected by the plan's exponent.[5/]

The Interlibrary Loan Program is Examined

As in any growing program, subject also to changing technological and environmental influences, the role of the Regional Resource Centers has been frequently reviewed since their inception. At times the questions and criticisms became more insistent than others. The following are illustrative:[6/]

1. From the point of view of District Library Centers, interest by RRC's in research collections resulted in their slighting interlibrary loan.
2. Not enough program analysis has been made of interlibrary loans of the RRC's by subject specialization.
3. Excessive restrictions on loanable materials are placed by one or more RRC's, even when purchased with the help of state funds.
4. Libraries other than public are especially uncertain about the term "regional" in the title of RRC's.

[5/] 1967 Martin Resurvey, p. 25.

[6/] From the following documents: RRC Board minutes, June 8, 1977; RRC Board minutes, February 18, 1976; Memorandum of State Librarian to RRC Board and Working Committee, April 9, 1976; Task Force (ILL) minutes, July 16, 1974; RRC Board minutes, May 14, 1974; Annual Report on Operations, Free Library of Philadelphia, 1972.

5. RRC's do not give adequate assistance to requesting libraries in cases of difficult verification of bibliographic information.
6. A negative rather than a positive approach is taken toward interlibrary loan policies and procedures.

While examples of less-than-adequate service are inevitable in any ILL system, and dissatisfaction may also rest on incomplete knowledge of circumstances faced by one or the other party to such exchanges, perhaps the most telling criticism of the program of the RRC's was made by a staff member of one of the four centers, who pointed out that all the progressive decisions of that particular library were undertaken outside the framework of the RRC concept. The implication here was that one or more fundamental organizational or managerial elements had been overlooked or omitted in implementing the resource-center concept. In the passage of time, the minutes of various meetings, especially those of the RRC Board itself, began to record suggestions by one or another of the participants that a new study of the concept should be made.

Undoubtedly all participants were aware that collections were improving and the volume of interlibrary loans were increasing. But perhaps much of the progress would have been achieved without the designation of resource centers. Furthermore, with regard to the "research" demands on the collections, the serious bibliographic level at which the resource centers were to operate according to the original concept, the ULC continually reported to the RRC Board that the materials actually requested of the centers were overwhelmingly of a how-to-do-it or other practical and simple nature rather than the more rare and esoteric publications. But no one attempted to define what would constitute that part of a collection to be classified as "research" in character--clearly such a categorization cannot reasonably be done. The same materials often may be used for research and nonresearch purposes, the motive of the user being a factor in each case.

The probing of the resource-center concept and the self-questioning of the operations of the RRC's may also be viewed as the natural and desirable manner in which any organization should function if it expects to be effective and to remain in tune with its changing environment. At one meeting of the RRC Board the following alternatives for the future were advanced for discussion:[7]

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[7] RRC Board minutes, June 16, 1972.

1. Accept the program at current funding and adjust it accordingly.
2. Determine its full potential and seek the corresponding program and funding.
3. Abandon the program.
4. Develop a totally new approach, including more academic libraries as resource centers.

VI. ORGANIZATION FOR LIBRARY SUPPORT AT THE STATE LEVEL

Historically in Pennsylvania there was little legislation relating to libraries until 1961, and that which had been adopted related primarily to the establishment of local public libraries. The state government expressed its public library interests, then as now, largely through the State Library, a unit of the Department of Education. The creation and operation of academic, school, and special libraries were left almost entirely to the sponsoring institutions. Cooperation among libraries by type or between types was not of legislative concern.

The 1958 Martin study, however, led to the adoption in 1961 of the Library Code.[1/] This legislation brought about expanded participation of the State in public library affairs, including leadership in policy and program development and state financial aid. Further, it called for a special new relationship between public libraries and certain academic libraries. The State Library was given important new or expanded missions. The Pennsylvania State University Library was recommended for designation as a resource center for the entire State within a formal organizational structure with two large public libraries and the State Library. These four would make their resources available to all citizens through the other libraries of the State, regardless of type of library. Additionally five college libraries were recommended, along with certain public libraries as District Library Centers, thus encouraging academic and public library cooperation in that function. These libraries would also be operationally related to the four large resource centers.

The Organizational Position and Functions of the State Library

Expression of the mission of the state government in library affairs, as mirrored in legislation prior to 1961, had tended to lag substantially behind reality. Although an integral part of the Department of Education, the role of the State Library was not adequately prescribed by the law of the State

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[1/] Act of June 14, 1961, P.L. 324.

until 1961. The statutes setting forth the functions and authority of the Board of Education and the Secretary of Education, for example, although making extensive reference to basic and higher education, did not mention libraries. Since the State Library was organizationally a part of the Department of Education, however, the broad language of the mission of the Board and Secretary with respect to education could be interpreted as including the functions of the State Library. Also, the Board of Education was authorized to review annually the budget request of the Department, which included the funding needs of the State Library. Nevertheless, the lack of specific language may have contributed in previous years to a general neglect of library affairs, abetted by demands for the time and attention of the Board and Secretary arising from the vast educational establishment.

The adoption of the Library Code in 1961 unquestionably gave long-needed recognition and support to public libraries. It also defined, for the first time, the missions and authority of the State Library. Interorganizational relationships were created between the State Library and other libraries, including newly created library organizations. Certain responsibilities of the Secretary of Education were enumerated. However, as was the case in the previous legislation, the responsibility of the State Board of Education with respect to libraries was not mentioned.

The Library Code as adopted dealt specifically with the creation and operation of Regional Library Resource Centers, but its provisions on overall library organization also were to become important with respect to their viability in the overall library environment. For this reason, such organizational relationships are discussed hereafter.

The State Board of Education and the State Library

The minutes of the Board of Education were read during the course of this study for a period of three and one-half years up to May, 1978. In none of the meetings was any library business transacted. In fact, the word "library" never appears even once.

In the Board of Education's biennial report of January, 1977, it was commented that "the staff [of the Department of Education] provides professional reports at all regular meetings." And, elsewhere, it stated that "the primary source of research, analysis, and administration for the Board and its Councils is the Department of Education."[2] Clearly, State Library staff were not asked to advise the Board, or to provide it with research and analysis. The Board was exclusively concerned with the problems of education other than libraries. Despite its overall responsibility for the cooperative program, the Board did not appear to the State Librarian or to the RRC Board as a potential aid in resolving the larger issues of statewide library resources.

The State Board's councils and committees currently are not organized to carry out their overall responsibility for statewide library development. There is no council or committee for library affairs, as in the case of basic education, higher education, and other concerns.

The Board itself has powerful means to focus attention on particular problems and bring the parties into agreement on forward-looking solutions. Examples of these, as set forth in the 1977 biennial report already mentioned, include:

1. Legislation. Asked the staff of the State Department of Education to prepare legislative proposals for modifying the funding of state-aided institutions of higher learning to include contracting for educational programs and services.
2. Policy Formulation. Asked the Commission for Independent Colleges and Universities to prepare separate alternative proposals addressing the financial plight of private institutions.

It should be pointed out, however, that through the adoption of the 1961 Library Code the responsibilities of the Board of Education were modified by the creation of an Advisory Council on Library Development. The relative responsibilities of the two bodies appear not to have been defined, as discussed later when dealing with the work of the Advisory Council.

The Secretary of Education and the State Library

The relationship between the Secretary of Education and the State Librarian has been organizationally distant, as illustrated by the organization chart of the Department of Education published in July, 1977, and reproduced here as Chart I. The State Librarian normally reports to an Assistant Deputy

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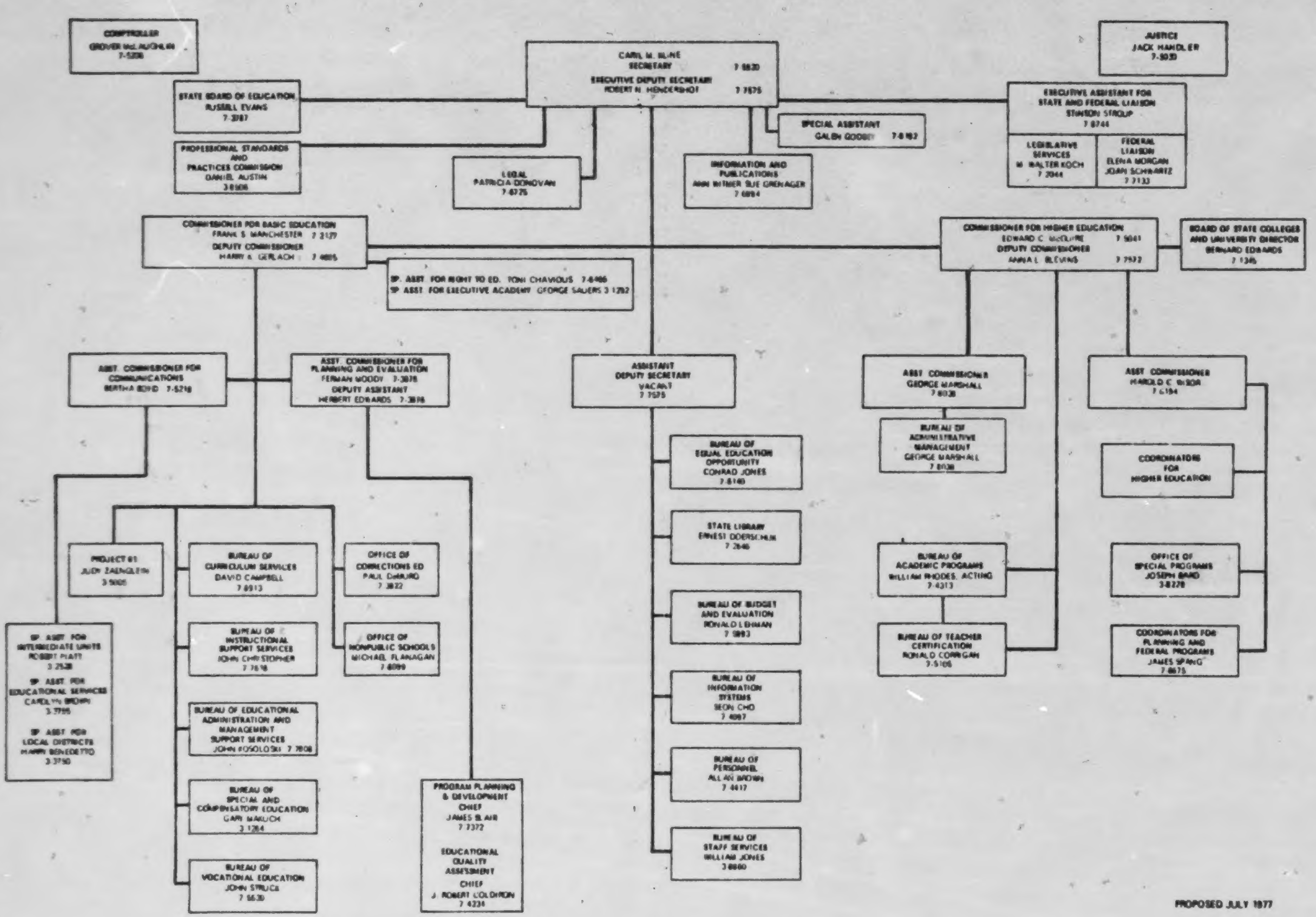
[2] Biennial Report to the Governor and the General Assembly (Harrisburg: State Board of Education), January, 1977, p. 1.

Chart I

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF EDUCATION


COMPTROLLER
GROVER McLAUGHLIN
7-5206
STATE BOARD OF EDUCATION
RUSSELL EVANS
7-3787
PROFESSIONAL STANDARDS AND PRACTICES COMMISSION
DANIEL AUSTIN
3-8506
CARYL M. KLINE
SECRETARY 7 5820
EXECUTIVE DEPUTY SECRETARY
ROBERT N. HENDERSHOT 7 7575
LEGAL
PATRICIA DONOVAN
7-8725
INFORMATION AND PUBLICATIONS
ANN WITMER SUE GRENAGER
7 6894
SPECIAL ASSISTANT
GALEN GODBEY 7-8182
JUSTICE
JACK HANDLER
7-5030
EXECUTIVE ASSISTANT FOR STATE AND FEDERAL LIAISON
STINSON STROUP
7 8744
LEGISLATIVE SERVICES
M. WALTER KOCH
7 2044
FEDERAL LIAISON
ELENA MORGAN
JOAN SCHWARTZ
7 7133
COMMISSIONER FOR BASIC EDUCATION
FRANK S. MANCHESTER 7 2127
DEPUTY COMMISSIONER
HARRY K. GERLACH 7 4805
SP. ASST. FOR RIGHT TO ED. TONI CHAVIOUS 7-8486
SP. ASST. FOR EXECUTIVE ACADEMY GEORGE SAUERS 3 1282
COMMISSIONER FOR HIGHER EDUCATION
EDWARD C. McCLURE 7 5041
DEPUTY COMMISSIONER
ANNA L. BLEVINS 7 7572
BOARD OF STATE COLLEGES AND UNIVERSITY DIRECTOR
BERNARD EDWARDS
7 1345
ASST. COMMISSIONER FOR COMMUNICATIONS
BERTHA BOYD 7-5216
ASST. COMMISSIONER FOR PLANNING AND EVALUATION
FERMAN MOODY 7-3878
DEPUTY ASSISTANT
HERBERT EDWARDS 7-3878
ASSISTANT DEPUTY SECRETARY
VACANT
7 7575
ASST. COMMISSIONER
GEORGE MARSHALL
7 8038
ASST. COMMISSIONER
HAROLD C. WISOR
7 6194
BUREAU OF ADMINISTRATIVE MANAGEMENT
GEORGE MARSHALL
7 8038
COORDINATORS FOR HIGHER EDUCATION
PROJECT 81
JUDY ZAENGLEIN
3 5005
BUREAU OF CURRICULUM SERVICES
DAVID CAMPBELL
7 8913
OFFICE OF CORRECTIONS ED
PAUL DeMURO
7 3822
SP. ASST. FOR INTERMEDIATE UNITS
ROBERT PLATT
3 2528
SP. ASST. FOR EDUCATIONAL SERVICES
CAROLYN BROWN
3 7795
SP. ASST. FOR LOCAL DISTRICTS
HARRY BENEDETTO
3 3750
BUREAU OF INSTRUCTIONAL SUPPORT SERVICES
JOHN CHRISTOPHER
7 7618
OFFICE OF NONPUBLIC SCHOOLS
MICHAEL FLANAGAN
7 6099
BUREAU OF EDUCATIONAL ADMINISTRATION AND MANAGEMENT SUPPORT SERVICES
JOHN KOSOLOSKI 7 7808
BUREAU OF SPECIAL AND COMPENSATORY EDUCATION
GARY MAKUCH
3 1284
BUREAU OF VOCATIONAL EDUCATION
JOHN STRUCK
7 5530
PROGRAM PLANNING & DEVELOPMENT
CHIEF
JAMES BLAIR
7 7372
EDUCATIONAL QUALITY ASSESSMENT
CHIEF
J. ROBERT COLDIRON
7 4234
BUREAU OF EQUAL EDUCATION OPPORTUNITY
CONRAD JONES
7 8140
STATE LIBRARY
ERNEST DOERSCHUK
7 2646
BUREAU OF BUDGET AND EVALUATION
RONALD LEHMAN
7 5893
BUREAU OF INFORMATION SYSTEMS
SEON CHO
7 4097
BUREAU OF PERSONNEL
ALLAN BROWN
7 4417
BUREAU OF STAFF SERVICES
WILLIAM JONES
3 8800
BUREAU OF ACADEMIC PROGRAMS
WILLIAM RHODES, ACTING
7-4313
BUREAU OF TEACHER CERTIFICATION
RONALD CORRIGAN
7-5106
OFFICE OF SPECIAL PROGRAMS
JOSEPH BARD
3-8278
COORDINATORS FOR PLANNING AND FEDERAL PROGRAMS
JAMES SPANG
7-8675

PROPOSED JULY 1977

Secretary. While the position was vacant, after July 1977, the State Librarian reported to the Executive Deputy Secretary. The heads of other major functions of the Department deal more directly with the Secretary.

Former Secretary of Education John C. Pittenger, in his final report covering five years of service in that position, made the following candid statement in 1977 regarding performance of his duties in the library area:

> "Neglect" is probably the most accurate word with which to describe my relationships with the State Library. I found it impossible, given the press of other responsibilities, to pay more than casual attention to the State Library itself and to the system of which it is the apex. To some extent this neglect was balanced by the deep involvement of . . . my executive deputy for four years. But I cannot be proud of my support for the library.[3]

The Advisory Council on Library Development and the State Library

The Library Code of 1961 (Sections 202-204) created an Advisory Council on Library Development, succeeding a commission with similar duties. Like the Board of Education itself, the Advisory Council members are appointed by the Governor, of whom three are trustees of local libraries, six are laymen, and three are professional librarians. The Council is to advise the Governor, the Secretary of Education, and the State Librarian. Nothing is mentioned about advising the Board of Education, although it is conceivable that the Secretary of Education would be considered the channel to that body.

The Advisory Council, its single purpose freeing it of extraneous pressures, has become the principal sounding board for broad matters of library policy and for promoting agreement thereon.

Nevertheless, with authority more limited than that of the Board of Education, especially with respect to multi-type library cooperation, the Advisory Council has not succeeded in gaining consensus on a number of important library concerns, including elements of a Master Plan prepared in 1974. Interestingly, the State Board of Education was not asked to aid in developing agreement on controversial aspects of said Plan or in seeking other alternatives.

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[3] John C. Pittenger, Progress and Problems in Education (Harrisburg: Pennsylvania Department of Education), 1977.

Furthermore, the Master Plan proposal did not address itself directly to the activities of the current four Regional Resource Centers. This in itself may indicate that the current resource-center programs, as frequently indicated by its own member institutions, has failed to realize its hoped-for potential and trends to be "written off" in some planning endeavors. The Master Plan, if implemented as proposed, would create 12 geographically defined resource centers which could supplant the current organization. However, this proposal has received little acceptance. Twelve such regional centers, in view of the recently accumulated experience of other states, may be questioned as too many to achieve the goals of multi-type library cooperation in Pennsylvania.

The Position of State Librarian in the Hierarchy

It has long been considered that one reason for the neglect of the library matters by the Office of the Secretary of Education and by the Board of Education has been the relatively lower classification of the position of State Librarian. The heads of the basic and higher education programs have been accorded the higher internal rank of commissioner and along with deputy and assistant commissioners are in frequent direct consultation with Secretary of Education. The State Librarian, separated from the Secretary not only hierarchically but on the scale of professional recognition, is at a distinct disadvantage in representing the library community of the State in policy formulation.

There are several important questions regarding the future of Regional Resource Centers, for example, which will merit the attention of the Secretary of Education and the Board of Education. As in the case of other important library matters, the rank of the State Librarian can be a factor in whether they will be duly considered.[4/]

Conclusions

The organizational pattern of the state government can facilitate library development by helping to identify problems and find solutions. Or, it may encumber, delay, and even distort solutions. Faced with a cumbersome organization

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[4/] Caryl Kline, the Secretary of Education, announced in October, 1978, that commissioner's rank would be accorded the next State Librarian, the position then being vacant.

the library community is faced with the need for extraordinary mobilization of effort even for small gains. This represents a scale of effort which from a practical point of view cannot be attempted often. Meantime, library problems may grow, service be unduly restrained, and operations become unnecessarily costly and inefficient.

The determination of future policy for Regional Resource Centers is a case in point. Frequent and ample consideration of major library problems and alternative solutions by the Secretary of Education, followed by action of the Board of Education on major points, presented by a State Librarian professionally and hierarchically situated to carry the information freely to the Secretary and Board, is urgently needed.

Legislation clearly stating the duties of the Board of Education in library matters could be particularly helpful. The role of the Advisory Council and the Board of Education also could be differentiated and the means by which they can be mutually helpful identified.

With respect to the internal procedures of the Board, the creation of a Council on Library Development or even a standing Committee on Library Development would go a long way toward creating a practical means for channeling major policy questions to the attention of the Board. The Advisory Board would continue to handle much of the workload and thereby help screen the issues so that only urgent policy questions would reach the Board of Education.

The 1958 Martin study, noting the apparent unconcern of the Board of Education for its library responsibilities, suggested that if it would not respond to its charge on behalf of libraries, it should step aside in favor of a separate state organization. This remains a viable option, but if practical organizational steps are taken, such as suggested above, the present arrangement could be greatly improved. Clearly another 20 years should not pass before correcting this detrimental condition. Commissioner's rank for the State Librarian will not, alone, be enough.

VII. MAJOR RESEARCH COLLECTIONS IN THE REGIONAL RESOURCE CENTERS

The Library Code of Pennsylvania provides that one of the two principal purposes of those libraries designated as Regional Resource Centers (RRC's) shall be "acquiring major research collections."[1] In so doing, the 1958 Martin study indicated that this should be done in a manner to prevent unnecessary duplication of materials in the collections. In carrying out these objectives, the Board of the RRC's agreed soon after organization to assign certain Dewey classes to each library. This was further formalized in 1967 by publication of a guide to the resources of each of the four libraries.[2] This publication was widely distributed among libraries of the State (not only public libraries), and has been reprinted as necessary. There are two principal parts to the RRC resource guide: (a) the subject assignments by the Dewey system of classification, and (b) a description of the holdings. The subject assignments (listed on pages 2-4 of the guide) are of particular concern to this study, and are listed in Table 3.

At the outset five points should be clear about collection costs related to subject distribution:

1. The assignment of subject classes to each of the four RRC's was unrelated to the cost of materials published annually in those subjects in the United States.
2. No attempt was ever made to relate the amount of the state grants to the respective financial costs of the several RRC's in developing research collections in the assigned subjects.
3. The annual cost of published materials in the assigned subjects was not related to budgetary levels from the normal funding sources of the four libraries.

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[1] Section 102 (4). The Library Code.

[2] Ralph W. McComb, Guide to the Resources of the Regional Library Resource Centers of Pennsylvania (Harrisburg: Department of Public Instruction, 1967), 57 pp.

Table 3

SUBJECT AREA SPECIALIZATION IN THE COLLECTIONS OF THE REGIONAL RESOURCE CENTERS

CLP--The Carnegie Library of Pittsburgh

509	History of Science
520-529	Astronomy
530-539	Physics
540-549	Chemistry
550-559	Earth Sciences
560-569	Paleontology
570-579	Biology (except 571 and 572)
580-589	Botany
598.2	Ornithology
600-609	Technology
620-629	Engineering
650-659	Business (except 655)
660-669	Chemical Technology
670-699	Manufacturing

FLP--The Free Library of Philadelphia

100-129, 140, 160-199	Philosophy
200-299	Religion
364	Criminology
368	Insurance
383	Philately
391	Costume
398	Folklore
572	Anthropology
700-799	Music, Art, and Sports
800-869	Modern Literature (including fiction in English)
892	Semitic Literature
910-919	Geography
930-999	History (except 947, 970-979)
	Children's Literature

Table 3 (continued)

SL--The Pennsylvania State Library, Harrisburg

020-029	Library Science
070-079	Journalism
301	Sociology
311	Statistics (Metholodogy)
320-329	Political Science
330-339	Economics (except 331)
340-349	Law
350-359	Public Administration (except 355 and 359)
360-369	Social Welfare (except 364-368)
370-379	Education
380-389	Public Services (except 383)
655	Printing and Book Making
900-909	History (especially 907--Teaching)
920-929	Biography and Genealogy
970-979	North American History

PSU--The Pennsylvania State University, University Park

130-139, 150-159	Psychology
331	Labor Economics
355-359	Military Science
400-499	Languages
510-519	Mathematics
571	Archaeology (including volumes now classed in 910-919)
590-599	Zoology
630-639	Agriculture (including Forestry)
640-649	Home Economics
870-879	Latin Classical Literature
880-889	Greek Classical Literature
891.7-8	Russian and Other East European Literatures
947	Russian History

Source: Ralph W. McComb, Guide to the Resource of the Regional Library Resource Centers of Pennsylvania Harrisburg: Department of Public Instruction 1967.

4. The amount of state funds available to carry out the responsibility for research collections also would vary from library to library and from year to year in the same library according to the ever-changing and overriding costs of interlibrary loan (ILL) responsibilities accepted by the RRC's.

5. With the RRC's correctly tending to give first priority in the use of state funds to their ILL responsibilities, the effect of inflation more severely reduced the funding for collection development.

In view of the above, it would have been highly coincidental if the $100,000 annual state grants to the RRC's had resulted in equitable funding among the four institutions.

On the other hand, since most subject assignments were classes in which the respective libraries already had concentrated their resources, any additional funds represented potential further strength in those areas. At the same time, each library operated in a reassuring new formal environment for bibliographic access, namely, that most other classes were assigned to the other three libraries and all had agreed to exchange their materials. This made it possible for each RRC to reduce its previous proportion of expenditure for materials in nonassigned subjects. The amount of such savings has not been estimated by the respective libraries. Whatever the amount, it may have been spent for additional materials in the assigned subject areas. But, since no records were kept nor annual reports made in matter, they could have been expended all or in part for activities unrelated to the cooperative program.

One or more of the libraries may have been more dedicated to the principle of building up their resources in assigned areas than others. In the case of the State Library certain information was supplied, which will be presented subsequently, showing important adherence to the scheme of subject assignments. As a whole, however, the degree of progress made toward improving total resources through subject specialization could not be determined in the course of this study from records available, nor the relationship between collection development in assigned subjects and the amount of state funds received for that purpose.

The Collections of the Regional Resource Centers

In 1961, the year in which the Commonwealth authorized the creation of Regional Library Resource Centers, the four designated libraries held 5,037,445 volumes, as shown in Table 4. The two public libraries, because of numerous branches, held many more duplicates than the other two libraries (but in popular rather than research materials). In the following 15 years further growth occurred, with that of the Pennsylvania State University Library being the most notable. The percentage of change for each library in indicated time periods is given in Table 5.

Unfortunately, no records were available in the course of this study giving the change in number of volumes for the subject classes assigned to the respective libraries. Such data would have permitted some degree of evaluation of the impact of the plan for expanding research collections, especially if corresponding information were available for the remainder of each library's holdings.

Three other libraries, those of the University of Pennsylvania, University of Pittsburgh, and Temple University, each with immense resources in materials were not affiliated with the cooperative arrangement under the law, although the necessary authority existed for their designation. The comparative strengths of collections (monographs) in 1976 is shown in Table 6.

These three large libraries, together with the four resource centers, spent $7,878,605 for library materials in 1974-1975, as shown in Table 7. The importance of acquisitions on this scale by only seven libraries is emphasized by comparing that amount with the $5,482,304 spent by all 400 public libraries in the State that reported information that year (not including, of course, the two public libraries that were RRC's). Of the total spent by the seven largest, the four resource centers accounted for $4,292,441 (54 percent). The remainder, $3,586,164 (46 percent), was expended by the three large academic libraries that have not been so designated, and therefore was not available to residents statewide under the organized state-aided system.

Due to the especially large duplicate holdings and acquisitions of the Free Library of Philadelphia and the Carnegie Library of Pittsburgh, the

Table 4

NUMBER OF VOLUMES HELD BY REGIONAL RESOURCE CENTERS

Year	State Library	Penn State	Pittsburgh	Philadelphia	Total
1961	777,684[a]	559,680	1,522,907	2,177,174	5,037,445
1966	791,495	762,830	2,660,683	2,347,965	6,562,973
1971	805,307	1,137,264	2,266,112	2,661,957	6,870,640
1976	891,659	1,425,997	1,747,878	3,756,596	7,822,130

Source: Primary source for statistics in Pennsylvania Department of Education, Pennsylvania Public Library Statistics, 1961, 1966, 1971, 1976, 1963, 1968, 1973, 1978.

Figures for Pennsylvania State University Library were received directly from institution; they apply to the main campus only.

[a] Figure is estimated.

Table 5

PERCENTAGE CHANGE IN NUMBER OF VOLUMES HELD BY REGIONAL RESOURCE CENTERS

Years	State Library	Penn State	Pittsburgh	Philadelphia	Total
1961-1966	1.7	36.2	74.7	7.8	30.2
1966-1971	1.7	49.0	-14.8	13.3	4.6
1971-1976	10.7	25.3	-22.8	41.1	13.8
1966-1976	12.6	86.9	-34.3	59.9	19.1

Source: Figures are based on chart entitled "Number of Volumes Held By Regional Resource Centers."

Table 6

BOOK STOCK IN PENNSYLVANIA'S LARGEST LIBRARIES 1976

	Main Library or Campus	Total
University of Pennsylvania	2,713,905	2,713,905
University of Pittsburgh	1,910,499	2,078,137
Pennsylvania State University	1,425,997	2,087,776
Temple University	1,364,808	1,364,808
Free Library of Philadelphia	1,024,356[b]	3,756,596
Carnegie Library of Pittsburgh[a]	922,115	1,747,878
State Library of Pennsylvania	891,659	891,659

Source: Pennsylvania Department of Education, Our Colleges and Universities Today, Library Resources, Staff and Operating Expenditures at Pennsylvania Institutions of Higher Education 1975 - 76, 1977; State Library, Pennsylvania Public Library Statistics, Pennsylvania Department of Education, 1978.

[a] 1978.

[b] 1977.

Table 7

LIBRARY OPERATING EXPENDITURES FOR BOOKS, PERIODICALS, AND OTHER MATERIALS IN SELECTED PENNSYLVANIA LIBRARIES 1974-1975

	Bookstock	Periodicals	Microforms	A/V Supplies and Materials	Binding and Rebinding	Total
University of Pennsylvania	$ 508,423	$ 640,212	--	$ 4,558	$ 182,262	$1,335,455
University of Pittsburgh (Main)	387,956	541,490	$ 66,616	41,411	99,813	1,137,286
Pennsylvania State University (Main)	593,771	535,874	76,065	5,500	96,930	1,308,140
Temple University	541,009	464,353	12,438	800	94,823	1,113,423
Free Library of Philadelphia	1,293,179	192,020	131,164	243,148	14,426	1,873,937
Carnegie Library of Pittsburgh[a/]	508,945	167,478	11,009	46,170	317	733,919
State Library of Pennsylvania[b/]	220,000	100,200	35,245	6,000	15,000	376,445
Total	$4,053,283	$ 2,641,627	$332,537	$347,587	$503,571	$7,878,605

Source: (a) National Center for Education Statistics, Library Statistics of Colleges and Universities, Fall 1975, Institutional Data (Washington, D.C.: Department of Health, Education, and Welfare), 1977; (b) Files of Pennsylvania State Library.

[a/] Calendar year 1975.

[b/] Total is exact, other items estimated by State Library.

three nonmember large libraries appear to have in the aggregate larger total unique holdings and annual single-title acquisitions than the combined currently designated research centers.

RRC's Subject Specializations as Related to Books Published

Utilizing data of the 1977 Bowker Annual, the approximate number of United States hardcover books published in the assigned subjects of the RRC's was ascertained, together with cost at retail. These figures are shown in Table 8. In that year 24,951 volumes were published, of which 16,577 were in the classes assigned to the RRC's. If one copy of all had been purchased, the cost at retail would have been $291,619, compared to the total annual grant of $400,000. (At library discounts total cost would have been perhaps $190,000.)[3]

But the respective financial obligations of each RRC would have varied widely if a policy for exhaustive collection in subject specializations had been in effect. The State Library would have been required to spend, at retail, $98,320, more than double the responsibility of Pennsylvania State University Library at $45,076. The Free Library of Philadelphia also would have been called on to pay a large amount, while the Carnegie Library of Pittsburgh would have been obligated for much less. These figures emphasize the lack of correlation between collection responsibility assigned and financial aid given.

The total volumes acquired by the four libraries annually far exceeds the number of volumes published in the United States. The average yearly acquisitions in the 10 years from 1967 to 1976 were 393,573 volumes, or about 12 to 14 times the annual publishing rate. (However, some of these acquisitions were imports.) The point to be made is that total acquisition of all United States book publications in the assigned subjects would be financially feasible if such a policy were found desirable.

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[3] Publishers' discounts to large libraries are considerable; the State Library, for example, pays about 60 percent of retail, according to Donald R. Brown, Coordinator of Collection Development of the State Library.

Table 8

DISTRIBUTION OF HARDCOVER BOOKS ACCORDING TO SUBJECT SPECIALIZATIONS OF REGIONAL RESOURCE CENTERS, BASED ON U.S. BOOK PUBLICATIONS IN 1976

Regional Resource Center	Total Books Published in Assigned Subjects[a]	Average Retail Price	Total Retail Price	Percent of Total Price
Pittsburgh	2,727	$ 20.87	$ 56,920	19.5
Philadelphia	5,873	15.55	91,303	31.3
Penn State	2,724	16.55	45,076	15.5
State Library	5,253	18.72	98,320	33.7
Total	16,577	$ 17.59	$291,619	100.0

Source: Nada Beth Glick and Sarah L. Pralsken (Ed.), The Bowker Annual of Library and Book Trade Information, 22nd edition (New York: R.R. Bowker Co.); American Book Publishing Record, Cumulative 1976 (New York: R.R. Bowker Company, 1977).

[a] Bowker Annual, 22nd edition, p. 321 reported 24,951 total volumes published, of which 16,577 were assigned according to Dewey class to the four libraries. Where the subdivisions in the Bowker Annual did not correspond exactly to the classes assigned to the four Regional Resource Centers, the American Book Publishing Record for 1976, which lists published books by five class distinctions, was used to determine an estimated proportion.

RRC Subject Specializations as Related to Periodicals

Periodicals, as a whole, constitute a potential annual expense far exceeding that of monographs. The total related to the assigned subject specializations of the RRC's comes to $860,720 for 1977, as shown in Table 9. This is almost three times the cost of books as already shown in Table 8. This does not mean, of course, that the same acquisition policies would necessarily apply to periodicals as to monographs. Selectivity, exercised by competent professionals, is especially critical in the case of periodicals. Nevertheless, it is an important factor in assessing relative financial obligations of each RRC according to the assigned subject specialization.

Table 9

DISTRIBUTION OF PERIODICALS ACCORDING TO SUBJECT SPECIALIZATIONS OF REGIONAL RESOURCE CENTERS 1977

Regional Resource Center	Number of Titles	Average Price	Total Price	Percent Total Price
Pittsburgh	10,381	$ 62.54	$649,217	75.4
Philadelphia	1,357	18.66	25,316	3.0
Pennsylvania State	1,907	50.73	96,735	11.2
State Library	3,899	22.94	89,452	10.4
Total	17,544	$ 49.05	$860,720	100.0

Source: F. F. Clasquin, "Periodical Prices: 1975-1977 Update," in Library Journal, October 1, 1977, Vol. 102, No. 17, pp. 2011-15.

Contrary to the situation with respect to monographs, Carnegie Library faces the greatest potential expense in the case of periodicals. As indicated in Table 9, 75 percent of the periodicals fall in the subject specializations assigned to Carnegie Library (largely science and technology). The Free Library has a very small potential obligation. The State Library and Pennsylvania State University Library have a modest share.

Policy on Collection Levels Applicable to All Regional Resource Centers

Acquisition of all materials published even in English alone cannot reasonably represent a logical goal for each resource center in its assigned subject areas, and the potential acquisitions mentioned above merely represent approximate potential obligations. By refinement of these numbers and costs, a practical limit may be defined by competent subject specialists in terms of numbers and costs. If this were done, *subject assignments could be allocated evenly among the resource centers in terms of annual acquisition costs, or the state grants could be tailored in amount to the obligations of each center. Further, the obligations for collection development also could be correlated with each library's local budget for acquisitions in the assigned subject areas, a matter which will be discussed again later in this chapter.*

With varying missions and budgets, the four Regional Resource Centers carried out their responsibilities for 15 years without the benefit of a common policy for collection levels in the assigned subject areas. A brief statement of definition finally was adopted by the RRC Board on February 18, 1976, as follows:

> ### Regional Resource Subject Assignment Collection Level Definition
>
> The Regional Resource Subject Assignment Collection is intended to meet the general needs for literature searching and independent study by citizens of the Commonwealth of Pennsylvania. The Regional Resource Subject Assignment Collection should primarily contain current English language books and related materials supplemented by selected foreign materials. The collection should also contain the significant historical and background materials required for a basic understanding of the subject to support work at this level. In general, the collection level should be supported by the major

> reference materials on the subject, i.e., literature guides, dictionaries, encyclopedias, handbooks, bibliographies, indexes, abstracts, etc. The collection should also include indexed English language journals supplemented by selected foreign titles in the subject area, except where the Regional Resource Subject Collection is by nature in non-English language areas, i.e., Latin Classical Literature, Russian Language and Literature, Green Classical Literature, etc. The Regional Resource Subject Assignment Collection should be considered a basic and permanent part of each library's total collection.

Clearly this brief statement represents only a small beginning in a complex matter. Other policy aspects were debated but agreement could not be reached. A more precise definition probably awaits the careful drafting of tentative collection development policies in each of the resource centers. Once this is accomplished by all four at similar levels of completeness, agreement on common policy in more detailed and precise form probably will be possible. This process of developing collection policies is underway at each of the four institutions with evidence of notable progress, as described hereafter. Each resource center must then be prepared to negotiate flexibly to arrive at a joint policy.

Selection Policy of the State Library. The State Library has been the leader among the four libraries in developing a materials selection policy related to its obligation as a resource center.[4/] This policy defines five bibliographic missions as being of service to: (a) state government; (b) District Library Centers and the public as a Regional Resource Center; (c) academic libraries; (d) law libraries; and (e) state institutional libraries.

Translating these missions into selection policies, three levels of acquisition are defined--basic, intermediate, comprehensive--and one of these levels is chosen for each Dewey class (some singly, some in decades or other logical groupings as shown in Table 3). In nearly every instance, the assigned subjects are designated for comprehensive selection. With minor exceptions, these classes also comprise those subject areas of primary importance to its patrons in the state government (a factor in their original assignment).

[4/] Book Selection Policy (Harrisburg: State Library, 1972).

The three collection levels do not merely follow a list of Dewey class numbers. Instead, an extended description is provided of the kinds of materials to be chosen. The policy gives every evidence of having received much careful thought and composition.

Selection Policy of the Pennsylvania State University Library. As of June, 1978, the collection development policy of the PSU Library was in draft stage. Collection levels established were four in number (compared to three for the State Library) and were: (a) basic; (b) study; (c) research; and (d) comprehensive.

Subject statements, being developed, were not yet incorporated in the draft. Therefore, the collection levels for the subjects assigned as a resource center apparently had not yet been decided.

Selection Policy of the Carnegie Library of Pittsburgh. The current selection policy for Carnegie Library termed "Adult Materials Policy Statement" was adopted in September, 1971. The policy points out that Carnegie Library has been designated a Regional Resource Center and as such is responsible for providing in-depth reference and research materials in these areas on behalf of the entire Commonwealth. It is a comparatively brief document (six pages, double-spaced), but states in the preface "that more detailed statements are available within departments and divisions of the library." Of these detailed statements, that of the Department of Science and Technology was also received.

Twelve decades of Dewey classes, in the 500's and 600's, plus 509 and 598.2, were assigned to Carnegie Library. These subjects happened to fall within the responsibility of a single organizational unit of the Library, the Department of Science and Technology. This Department is also a distinct budgetary unit. The Department of Science and Technology has created two collection levels only, rather than three as at the State Library and four at Pennsylvania State University Library. These levels are designated as primary and secondary levels of interest. One or the other is applied to each assigned Dewey class.

The collection policy does not say whether designation of Carnegie Library as a resource center subsequently modified collection policy within the Department of Science and Technology, or, if so, to what extent. Those subjects which had been emphasized by the Department of Science and Technology prior to the assignment of subject areas have tended to receive the designation as a "primary" collection, and the remainder have remained as "secondary." Even if subject assignment did not greatly change relative collection emphasis within the Department, it may be assumed that the annual state grant has assisted in improving and maintaining the collections in the subject areas assigned to Carnegie Library.

Selection Policy of the Free Library of Philadelphia. The current "Materials Selection Policy" of the Free Library was adopted on June 1, 1976. A four-page, single-spaced document, it covers only broad and basic policies. It mentions its responsibility for acquiring major research collections for statewide use, but does not deal in specific terms with the subject classes assigned to it as a resource center. Such classes are not listed. Nor are collection levels defined and assigned to the various subjects for guidance in acquisitions. In the section "Factors Influencing Selection," subject assignment as a resource center is not one of the 13 factors mentioned. Therefore, from the policy statement alone it cannot be ascertained whether practical administrative procedures exist for carrying out the obligation assumed on becoming a regional resource center. No other documents were provided which might add information on this point.

In 1976 the Free Library also issued revised "Selection Policies for Children's Library Materials." The policy points out that its special collections in children's literature became a statewide resource following Free Library's designation as a resource center. These materials are made available in the Central Children's Department to anyone in the State willing to go to the Department for that purpose. (Very few interlibrary loans are made in children's literature despite its assignment as a subject responsibility of the Free Library.) The 1977 Bowker's Annual reported 2,222 books published in this category in 1976, with a retail value of $13,041. This number of books corresponded to about 38 percent of United States books published that year in the resource subjects assigned to the Free Library. Some, probably most, of the remaining proportion of the annual acquisitions of materials in the Free Library's assigned subjects, about 62 percent of the total is available on interlibrary loan as well as on the premises.

Materials, Budgets, and Subject Specialization

For many years it was customary in some libraries to provide only a single line item for the purchase of materials. Need for further subdivision in order to make interlibrary comparisons, discriminate between type (format, etc.) of materials, explain library needs to funding authorities, and provide useful internal controls have led to an expansion of the budget as a managerial tool. To facilitate interlibrary comparisons, national and state reports sometimes carry an expenditure breakdown of materials, two common ones being books and other materials. Pennsylvania Public Library Statistics, published by the State Library, carries only one expenditure figure, that for materials as whole. However, as additional information regarding monographs it also reports the number of volumes added, withdrawn, and new total. Also, the number of periodicals indexed is shown.

Internally, both formal and informal methods may be used for allocating funds to organizational subdivisions with assigned subject responsibilities or to individual staff members charged with acquiring materials in certain subject areas. The larger the library, the more extensive and sophisticated the internal scheme is likely to be for allocating such funds. The four resource centers are large libraries. Additionally, their designation as resource centers led to assignment of subject specializations. An interesting point of inquiry would be whether, and to what extent, this assignment has led to the development of corresponding methods to plan, carry out, and evaluate the assigned responsibilities. This was not done, however, in the course of this study. Indeed, over the 17 years that the resource centers have operated it would probably be difficult to separate all the influences which have shaped methods. A few variations were noted, however, and are commented hereafter as background to specific proposals for future action in this matter.

Budgeting for Library Materials in the State Library. The total amount to be spent for materials in 1978-1979 by the State Library was budgeted at $318,646, an increase of about 20 percent from the previous year. The additional amount was considered important to the State Library's mission as a Regional Resource Center.

The State Library, in its 1978-1979 budget for materials, followed a procedure which expressly set forth its intentions with regard to acquisitions in the subject areas assigned to it as an RRC. The breakdown in major categories by format and other classifications is shown in Table 10. It may be noted that only 29.5 percent of the budget was allocated to monographs, including rare and large-print books. Periodicals, including continuations, are given 54.7 percent of the budget, not including the percentage of microforms which represent those materials in that form.

Table 10

MATERIALS ACQUISITIONS BUDGET
STATE LIBRARY
1978-1979

Category	Amount Budgeted[a]	Percent of Budget
Serials (continuations)	$ 27,852	8.7
Periodicals (hard copy $88,062, microform $58,617)	146,679	46.0
Microforms (not subscriptions)	67,200	21.8
Maps	300	0.1
Phonorecordings	1,000	3.1
Monographs	60,000	18.8
Monographs (rare books)	4,000	1.3
Monographs (large print)	3,000	9.4
Memberships	2,500	7.8
Contingency	6,115	1.9
Total	$318,646	100.0

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[a] Of these amounts the Law Library was allocated $21,628 for monographs and $86,500 for periodicals and serial continuations. The General Library was allocated the remainder.

Source: Donald R. Brown, Coordinator of Materials Selection Program, Pennsylvania State Library.

Acquisition of Monographs by Subject Area. The State Library also allocates its budget for monographs among the various Dewey classes including those assigned in its role as a resource center. The breakdown for assigned Dewey classes in the 1978-1979 budget is given in Table 11. This reveals that 55.6 percent of all expenditures for books will be in the assigned subject areas. This probably greatly exceeds the percentage for such purpose allocated by the other three RRC's. This is partly due to the inclusion of law as one of the subjects, together with the importance of the Law Library within the mission of the State Library. However, apart from law, the State Library budgeted 35.5 percent of its budget for monographs to its assigned subjects, clearly a strong acceptance of its responsibilities as a resource center.

Acquisition of Periodicals and Continuations by Subject Area. The State Library also has initiated a plan relating acquisitions of periodicals and serial continuations to the assigned research topics. In the General Library approximately 47 percent of these materials are deemed to be in the assigned research areas, while 100 percent of such materials in the Law Library are so considered. To date the expenditure amounts for periodicals and serials are not related in every instance to specific subject specializations, but this may be undertaken as a logical next step. The fact that over half of the materials budget goes for periodicals and serials is noteworthy. Research imperatives and the changing demand for library materials are evident in these figures.

Accounting by the State Library for its Performance in Collection Development. In short, the State Library has moved toward giving an accurate accounting of its bibliographic and financial efforts to carry out the research mission assigned to it. This administrative support plan will permit ever greater evaluation of its performance as it is further refined. Clearly, however, the significance of this procedure would be greater if part of a uniform scheme also involves the other RRC's. A universal plan could undergird and strengthen the concept of bringing Pennsylvania as a whole to the highest possible peak of library service in research materials for the amount of money made available while at the same time maintaining and enhancing service to the primary clientele of each participating library.

Table 11

BUDGET FOR MONOGRAPHS
STATE LIBRARY
1978-1979

Dewey Class	Amount (List Prices)	Percent
General Library, Assigned Subjects		
020-029	$ 4,300	
070-079	645	
301	5,160	
311	430	
320-329	4,515	
330-339	3,870	
340-349	430	
350-359	1,290	
360-369	1,720	
370-379	5,596	
380-389	645	
655	215	
813	215	
900-909	215	
920-929	1,290	
970-979	3,340	
Rare books, various classes	4,000	
Subtotal	$ 38,191	35.5
Law Library, Assigned Subjects		
340-349	21,628	20.1
Total, Assigned Research Classes	59,819	55.6
General Library, Unassigned Subjects		
Other Dewey classes	51,809	44.4
Total Monographs	$107,628	100.0

Source: Donald R. Brown, Coordinator of Materials Selection Program, Pennsylvania State Library.

From the standpoint of the Commonwealth as the planning and financing center of such cooperative activity, no adequate alternative exists to relating funding and acquisitions to assigned subject areas if the most effective methods of cooperation are to be developed and an accounting to the taxpayer and library patron is to be made.

Progress Elsewhere Toward Cooperative Collection Development

Libraries appear to have had growing interest in cooperative collection development in recent years. Some of the major reasons are the great increase in published materials, higher cost of these materials, improved technological means for sharing resources,improved organizational means through involvement of state libraries, and substantial financial aid from state and federal agencies. Pennsylvania made an earlier start in such cooperation than many other states. However, by means of effective organization and methods, the late comers may ultimately surpass the pioneers in plan implementation.

Cooperative Collection Development in Illinois

One example of movement toward greater interlibrary cooperation comes from Illinois. There a group of librarians with special interests in research and reference recently completed a study directly on this topic.[5] The members approached their task on the basis of a well-developed, multi-type cooperative library organization already in place which perhaps leads every other state in the union. But in some respects Illinois has not advanced beyond Pennsylvania in terms of shared collection development. It is not surprising, therefore, to find the recommendations of the Illinois study group to be of interest in contemplating Pennsylvania's situation.

In Illinois 18 geographically defined multi-type library systems are well organized. Additionally, four large libraries have been designated as Research and Reference Center, consisting of two academic libraries (University of Illinois/Urbana and Southern Illinois University/Carbondale), one public library (Chicago), and the State Library. Their duties are somewhat analogous to those of Pennsylvania's four Regional Resource Centers and would become more so under the recommendations of the Cooperative Collection Development Subcommittee, the most relevant of which are as follows:

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[5] Cooperative Collection Development Subcommittee of the Research and Reference Center Directors, Toward Cooperative Collection Development in the Illinois Library and Information Network (Springfield: Illinois State Library, 1977), 45 pp.

1. Each library should have a written policy on collection development.
2. Cooperative collection development should not be developed below the cooperative multi-type library system level.
3. Collection responsibilities and levels should be carefully specified for each of the four R&R Centers.
4. A means should be established to monitor collection strengths and user needs.
5. A study should be made of the feasibility of a center or centers for little used or lost-copy materials.
6. The four R&R Centers should employ a full-time director and staff for a collection-development task force.

All but number two of the above are topics which have been repeatedly addressed over the years in regard to the Pennsylvania System of Regional Resource Centers. They are subjects of concern to this study.

Progress by Medical Libraries in Joint Collection Development

Many examples of cooperative action also may be seen among medical libraries in recent years. One of these is the Miami Valley Association of Health Science Libraries (Ohio), which in 1977 reported progress from the time of its establishment in 1973.[6] Its members included eight hospitals, two research organizations, a school of allied health, and a school of medicine. The program agreed by the members included the following:

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[6] Harriet H. Carter, "The Operation of a Rational Acquisitions Committee," in the Bulletin of the Medical Library Association, 65(1) January 1977, pp. 61-3.

1. Assignment of subject areas to the several members.
2. Definition of in-depth collection in assigned subjects.
3. Acquisition of a backfile of 10 years for periodicals in assigned subject areas.
4. Circulation of proposed withdrawal lists and gift offers.
5. Elimination of unnecessary duplication, with released funds used to strengthen collections in assigned subjects.

Various procedures have been established by the association to evaluate the cooperative program and introduce new methods. These include monitoring subject-area coverage, participating in a union list of serials with other types of libraries, and annual reporting of journal citations borrowed.

Pennsylvania's medical libraries are also currently involved in increasing useful cooperation among themselves. They also need and use the resources of other types of libraries. In turn, other libraries, including public as well as academic libraries, are finding greater need for medical information to serve a literate population ever more concerned with health problems.

Points from the Former Farmington Plan

The Farmington Plan, a well-known cooperative plan among some 60 American research libraries organized to distribute responsibility for selecting, acquiring, cataloging, and lending foreign materials, was carried out from 1948 to 1972. Beginning in 1973 it was supplanted by other means; a development brought about by changing circumstances and environment, according to one observer, Hendrik Edelman, who reviewed the problems encountered by the plan.[7] Relevant to this study the following points were made:

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[7] Hendrik Edelman, "The Death of the Farmington Plan," in Library Journal 98 April 15, 1973, pp. 1251-3.

1. The program was adversely effected by its limited scale.
2. The libraries never fully understood their commitments.
3. The lack of an adequate monitoring device (after discontinuance of the full-time staffing of a central office which was operated in the earlier years) was one of the basic weaknesses.
4. Financing from sources other than local also are required for the success of such a program.

Of the above four points, the first three merit examination with respect to the 17 years of operation of Pennsylvania's four resource centers. Have they also been factors in limiting achievement here? With regard to the fourth point, that of financing from other sources as well as local, such aid has been provided by the State in the case of Pennsylvania. However, questions respecting its adequacy have been raised in recent years.

Pennsylvania's Regional Resource Centers and the Center for Research Libraries

The services of the Regional Resource Centers may be provided to smaller libraries within the State, to each other, and to libraries out of State. At times none of the four RRC's may possess the material requested and the original concept envisioned that they would then serve as channels to large libraries in other states. In 1961, only three years after the first Martin study, a development occurred which would make available a vast resource of little-used materials. In that year the Midwest Inter-Library Center, organized to serve specific libraries, dropped geographic restrictions and soon thereafter changed its name to the Center for Research Libraries (CRL). The large libraries of Pennsylvania became eligible for membership.[8/]

The concept of the Center is distinctive from that of Pennsylvania's resource centers. The Center represents the creation of a new library having as its purpose the collecting of research materials supplementary to the

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[8/] Gordon Williams, "Inter-Library Loans: The Experience of the Center for Research Libraries" in UNESCO Bulletin for Libraries, Vol. XXVII, No. 2, March-April, 1974.

collections of most if not all of its member libraries, rather than charging each cooperative member to assume responsibility for supplementary collections in specified subject areas. Pennsylvania could have adopted that method itself by creating a separate organization of this kind, just as these midwestern libraries had done in 1949. It remains an alternative, but the existence of the Center of Research Libraries makes it less feasible.

Of the Regional Resource Centers only the State Library was a member of CRL in 1978. Other Pennsylvania libraries holding full membership were those of the University of Pennsylvania, the University of Pittsburgh, and Temple University. The total 1978-1979 membership cost for these four Pennsylvania libraries was $46,822. Drexel University held an associate membership. Inquiry among a number of the District Library Centers while carrying out this study revealed that none of those responding was aware that occasional requests could be made to the Center without being a member. The thought then occurred that perhaps a statewide membership in the Center might be a natural evolution of the cooperative organization of the Regional Resource Centers and their service to other academic libraries, special libraries, and public libraries through the District Library Centers. A principal drawback to this comprehensive approach appears to be the lack of multi-type library systems in the State. The patrons of academic and public libraries would greatly benefit from comprehensive interlibrary systems, but the organizational structures and funding patterns for such academic-public library cooperation have not yet been developed.

In looking into the possibility of a statewide relationship with the Center of Library Resources, it was discovered that only a few weeks previously the Council of the Center had itself begun to explore the possibility of joint membership for university libraries and their branch campuses, or for systems of higher learning. It would appear, therefore, that the way would be open for negotiation. In such case every library serving a research clientele could relate its acquisition policies to the availability of the CRL's resources, and the smallest library in the State would have ready access to those vast holdings. To date Pennsylvania's Board of Regional Resource Libraries has not related its program of coordinated collection development to the holdings of CRL, nor explored the possibility of joint membership of the four resource centers in CRL.

The future role of the Center of Research Libraries will be influenced by further developments now under discussion, especially that relating to a possible national central lending library. Regardless of national developments, the improvement of internal cooperative mechanisms in Pennsylvania would place the State in a better position to benefit therefrom.

Summary of Findings and Conclusions

More comprehensive collections on a statewide basis, made possible through the economy of reducing replication of purchase among the cooperating libraries, is one of the objectives of Pennsylvania's Regional Resource Centers. In addition to such improved overall collection through the economy of joint planning, the State makes grants of "new" money to further the effort. In practice the program to date has enjoyed a degree of success despite many difficulties. The following summary places emphasis on the shortcomings and problems, since the identification of these is essential to devising recommendations for improvement.

1. The cooperative acquisitions policy has resulted in reducing unnecessary duplication of books and other materials to a certain but unknown extent, with corresponding economy and improved service.
2. The conduct of the joint plan for collection development has lacked uniform and regular reporting procedures, thereby denying the respective library directors, organized as a Board, adequate means for evaluating performance and devising sound improvements.
3. The savings in local-fund expenditures resulting from elimination of duplicate purchases is unknown, and therefore it also is unknown how much of said savings were used for further development of the cooperative effort rather than for traditional local programs.
4. The percentage of state grants used by each resource center for collection development has not been reported on a uniform basis and therefore the actual funds employed for collection development from that source, after deducting the costs of interlibrary loans, have not been determined.

5. The assignment of subject classes among the four resource centers for purpose of specialization in their respective collections has proved to be an enduring and reasonable policy for the participants.

6. The subject allocation unfortunately did not include the medical sciences (610-619), an important class of material which in the New York State Interlibrary Loan Network accounts for the greatest single volume of interloans among the Dewey decades. In the history of the resource center system no steps have been taken to remedy the deficiency.

7. The assignment of the subject classes to each of the four resource centers is unrelated to the cost of materials to be acquired in those subjects, and therefore unrelated to the annual grant needs. The result has been to ask some resource centers to do much more than others but with no additional state grant.

8. The assignment of subject classes to each resource center is unrelated to total of local funds available, with consequent possibility of low correlation between acquisition levels and patron needs.

9. The amount of each annual grant of $100,000 per resource center available for collection development depends upon the prior and varying claim for expense resulting from interlibrary loans, therefore frustrating a consistent policy of acquisitions with state funds.

10. The annual state appropriation to each resource center having been fixed at a maximum of $100,000, the consistent devaluation of the dollar has reduced the proportion of the real amount available for materials in the assigned subject areas.

11. The four resource centers spend nearly $5 million a year for materials which, when compared with published output, indicates a high degree of duplication in acquisitions. However, inadequate procedures have been established under the cooperative arrangement, except in part for periodicals, for determining the justified degree of duplication in acquisitions.

12. The collection policies of the resource centers have not been elaborated in the detail necessary to support the concept of shared responsibilities, nor have they been supplemented adequately by administrative and fiscal procedures necessary for evaluation of progress.

13. The collection policies of each resource center and their subsequent execution are not recorded in a manner to serve adequately as guidance in acquisitions to the other centers or to the other large academic and public libraries in the State. The policies are not presented in a uniform format to facilitate comparison, and tend to be too general to serve adequately as a working tool for acquisitions in assigned subject areas.

14. Collection policies are not related sufficiently to actual expenditure levels to permit evaluation of performance as a resource center by subject areas assigned.

15. Provision by agreement among the resource centers has not been made for little-used and last-copy materials.

16. No policies have been developed for interfacing with the Center for Research Libraries or for preparing Pennsylvania to obtain maximum benefits from national developments in resource availability, such as a national lending library.

17. The State Library has not possessed either the criteria nor the procedures for determining if the grants to the resource centers have been effectively used in developing research collections, or if the amount has been consonant with need.

18. Three important research collections, nearly equal in total holdings to that of the present four centers, namely those of the University of Pennsylvania, University of Pittsburgh, and Temple University, have not been incorporated into the cooperative plan despite requisite legal authority and the advantages that would accrue to the library users over the State and to their traditional patrons.

19. The Board of Regional Resource Centers and the State Library lack the means and staff for adequately monitoring and evaluating progress in building research collections through their cooperative efforts.

In view of the strengths and weaknesses of the program for collection development among the resource centers set forth above, specific proposals are set forth in the final chapter of this report. The next chapter, however, treats the progress and problems of interlibrary loan, for which purpose the joint effort in collection development has been largely directed.

VIII. REGIONAL RESOURCE CENTERS AND INTERLIBRARY LOANS

The Library Code of Pennsylvania encourages the sharing of materials between libraries on a loan basis (and increasingly by photocopies). The four libraries designated as Regional Resource Centers are charged with making their collections "available to the residents of the Commonwealth on a Statewide basis."[1] Similarly, District Library Centers are required to make their resources and services available to all residents of the district, and to exchange services with other such centers.[2] What has developed is a vast and growing system of shared resources by these public libraries and the local libraries they serve. For mutually beneficial reasons and in support of widely held social objectives, although handicapped by lack of adequate formal arrangements, the interchange of resources has been extended in varying degrees among all types of libraries. Certainly all types of libraries have benefited from the formal cooperative organization established by law primarily for public libraries.

As already mentioned, the 1958 Martin study proposed that four of the largest libraries, probably those which were most intermurally oriented at the time, constitute the apex of a resource-sharing system. It was pointed out that one or more of the four were located within a one-day round trip for most state residents. By coordinating their collections, the economy resulting from reducing duplication of holdings was seen as providing funds for acquiring a more comprehensive total collection for public use.[3]

The system evolved about as planned. In practice, local public libraries request materials from the District Library Centers. If unavailable, the DLC's in turn often go to the Regional Resource Centers. Increasingly in recent years, however, largely due to bibliographic facilities of the Ohio College Library Center (OCLC), the district libraries also make many requests "laterally," that is, to other DLC's and to academic libraries. Libraries other than public libraries, especially academic and special libraries, also make loan requests, and enter the public library system at any point they choose.

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[1] The Library Code, Section 102 (4).

[2] *Ibid.*, Section 102 (3).

[3] 1958 Martin Study, pp. 11, 108.

The exchange of books and other materials has been aided by the creation of an Interlibrary Delivery System (IDS), subsidized by funds available to the State Library. The continually improved means for communication and delivery also has greatly aided the scheme of interlibrary loan as proposed by the Martin report over two decades ago.

This study is concerned with the specific role of the Regional Resource Centers in resource sharing. It will enter somewhat into the broader picture of interlibrary loan as needed to put the activity of the RRC's in perspective, followed by detail with respect to the mission and operations of the four resource centers.

Interlibrary Loan Activity of Pennsylvania's Public Libraries

From 1972 to 1976 the number of items loaned by the public libraries rose 49 percent as shown in Table 12. There seemed to be a tendency for this activity to level off from 1975 to 1976. However, it was then decided that all District Library Centers should be given access to the OCLC bibliographic system, thereby providing these libraries with information on the holdings of many other libraries, in and out of Pennsylvania. This is expected further to increase interloan activity. From an economic point of view interloan activity may be allowed to increase substantially despite its greater cost when compared to loans made to patrons on library premises.

In Pennsylvania public libraries interloans in 1976 represented a mere four-tenths of one percent of total circulation. Despite the substantially improved collections in libraries generally over the past decade, a condition which undoubtedly made unnecessary many interloan requests, the volume of such interloans increased. What will be the relative percentage of interloans in, say, 10, 20, or more years from now? It seems possible that it might double again by 1988 even without being given more emphasis. If encouragement is provided through means already broadly mentioned, it could conceivably triple. However, the higher it goes, the greater will become the pressure to increase

Table 12

INTERLIBRARY LOAN ACTIVITY OF PENNSYLVANIA'S PUBLIC LIBRARIES

Year	Loaned	Borrowed
1972	92,646	106,037
1973	94,813	132,707
1974	112,425	137,060
1975	148,297	160,570
1976	138,280	161,984
Percent of Increase	49	53

Source: State Library, Pennsylvania Public Library Statistics (years cited) (Harrisburg: Pennsylvania Department of Education).

the size of local collections.[4] It seems unnecessary to suggest a desirable overall proportion now. It would and should vary from library to library based on numerous specific factors. Instead, the need for resource utilization and cost restraints on collection development call now and in the foreseeable future for more resource sharing. The optimum level for libraries as a whole is clearly above the current one.

Interloans by District Library Centers

The size of a District Library Center's collection is not the sole factor in leading other libraries to draw upon its resources. The status of total library resources in each district and its population characteristics are among factors. Staff encouragement of the public to utilize interloans appears to be particularly significant. In Table 13 are shown the loans of the various DLC's for selected years, including Philadelphia and Pittsburgh which are also RRC's. Norristown district has the greatest volume of interloans in 1976. Six districts more than doubled their activity in such loans in the five years from 1971 to 1976.

The percentage of total public library interloans made by DLC's is shown in Table 14 (these figures do not include the interloan volume of other than the center itself). Again Norristown leads, with almost twice as much loan activity as neighboring Philadelphia, even though the latter's loan activity as a Regional Resource Center is also included in its number.

The increasing ferment of interloan activity in the public libraries in recent years has tended to take place in the public library districts other than those of Philadelphia and Pittsburgh as shown in Table 15. From 1972 to 1976 while interloans of Philadelphia and Pittsburgh districts increased 36 percent, those of the other districts moved up 49 percent. Interestingly,

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[4] Priscilla Greco McFerren, Director of the Hanover Public Library, raised this question directly with Acting State Librarian Patricia Broderick in a letter of May 11, 1978. She had found out that 1.06 percent of her library's circulation were items obtained on interloan and asked whether that was a reasonable proportion. Her questions were: (1) Are there any statistics which would help me to know if this is good, bad, or indifferent? (2) Are there any guidelines that would help a small library know how much they should be fulfilling from their own collections?

Table 13

INTERLIBRARY LOANS BY DISTRICT LIBRARY CENTERS[a]

Library	Loans 1966	Loans 1971	Percent Change 1966-1971	Loans 1976	Percent Change 1971-1976	Percent Change 1966-1976
Aliquippa	564	647	14.7	1,354	109.2	140.0
Allentown	2,765	2,541	8.1	3,878	52.6	40.2
Altoona	137	481	251.0	4,319	797.9	3052.5
Bellefonte	138	270[b]	95.6	408	51.1	195.6
Bethleham	241	839	248.1	2,278	171.5	845.2
Chambersburg	116[c]	349	200.8	515	47.5	343.9
Clarion	36	70	94.4	[d]	--	--
Doylestown	1,064	2,431	128.4	1,345	-44.6	26.4
Easton	330	610	84.8	894	46.5	170.9
Erie	2,258	1,918	-15.0	6,049	215.3	167.8
Harrisburg	1,136	1,003	-11.7	2,707	169.8	138.2
Johnstown	2,199	1,871	-14.9	1,891	1.0	-14.0
Lancaster	7,721[e]	6,148	-20.3	8,813	43.3	14.1
Monessen	147	437	197.2	555	27.0	277.5
New Castle	328	570	73.7	5,959	94.5	1716.7
Norristown	5,449	9,724	78.4	19,265	98.1	253.5
Philadelphia[f]	9,241	9,332	.9	10,248	9.8	10.8
Pittsburgh[f]	4,377	8,430	94.3	13,836	64.1	216.1
Pottsville	313	650	107.6	2,321	257.0	641.5
Reading	329	2,408	631.9	2,130	-11.5	547.4
Scranton	1,375	2,830	105.8	3,718	31.3	170.4
Warren	1,563	1,987	27.1	3,216	61.8	105.7
Washington	542	1,957	261.0	1,962	.2	261.9
West Chester	3,850	5,227	35.7	7,462	42.7	93.8
Wilkes-Barre	409	2,000	388.9	2,559	27.9	525.6
Williamsport	248	3,707	1394.7	2,681	-27.6	981.0
York	961	2,268	136.0	4,354	91.9	353.0
Total	47,837	70,435	47.2	114,715	62.8	139.8

Table 13 (continued)

a/ Data were obtained from *Pennsylvania Library Statistics for the years 1966, 1971 and 1976*, Pennsylvania Department of Education.

b/ This figure is from the year 1970. No figure was available for 1971. Source is *1970 Pennsylvania Public Library Statistics*, Pennsylvania Department of Education.

c/ This is the combined amount from the Coyle Free Library and the Franklin County Library. They were merged into the Chambersburg Library.

d/ Contracting library is the Warren Library. Therefore Clarion Library statistics are subsumed within the Warren Library statistics.

e/ This figure is from the year 1967. No figure was available for 1966. Source is *1967 Pennsylvania Public Library Statistics*, Pennsylvania Department of Education.

f/ Includes interlibrary loans as Regional Resource Center as well as District Library Center.

Table 14

RELATIVE INTERLIBRARY LOAN ACTIVITY BY DISTRICT LIBRARY CENTERS 1971 and 1976

District Library	% of total interlibrary loans made by DLC's[a] 1971	1976
Norristown	13.9	10.4
Pittsburgh	10.0	9.0
Philadelphia	6.9	9.9
Lancaster	5.9	6.5
West Chester	5.0	5.6
Erie	4.0	2.0
New Castle	4.0	.6
Altoona	2.9	.5
York	2.9	2.4
Allentown	2.6	2.7
Scranton	2.5	3.0
Warren	2.1	2.1
Harrisburg	1.8	1.0
Williamsport	1.8	3.9
Wilkes - Barre	1.7	2.1
Bethlehem	1.5	.8
Pottsville	1.5	.6
Reading	1.4	2.5
Washington	1.3	2.0
Johnstown	1.2	2.0
Aliquippa	.9	.6
Doylestown	.9	2.6
Easton	.6	.6
Chambersburg	.3	.3
Monessen	.3	.4
Bellefonte	.2	.2
Clarion	.1	—[b]
All District Library Centers	78.2	75.4
All District Library Centers except Pittsburgh and Philadelphia	61.1	56.4
Local Public Libraries	21.8	24.6
Total	100.0	100.0

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[a] Statistics do not include Penn State University Library or State Library.

[b] Contracting Library is the Warren Library. Therefore, Clarion Library statistics are merged with the Warren Library statistics.

Source: Pennsylvania Public Library Statistics, 1971 and 1976. (Harrisburg: Pennsylvania Department of Education, 1978).

Table 15

INTERLIBRARY LOANS BY DISTRICT LIBRARY CENTERS
1972-1976

Year	Philadelphia and Pittsburgh Districts	All Other Districts	Total
1972	18,339	74,307	92,646
1973	22,621	72,192	94,813
1974	25,117	87,308	112,425
1975	23,700	124,597	148,297
1976	24,859	113,421	138,280

Source: State Library, Pennsylvania Public Library Statistics (Harrisburg: Pennsylvania Department of Education) (Annual).

however, in the two years from 1974 to 1976, the volume of interloans in the Philadelphia and Pittsburgh districts actually decreased one percent while that of the other districts continued to increase by 23 percent. The interloans figures of the Philadelphia and Pittsburgh districts include those of the Free Library and Carnegie Library in their category of Regional Resource Centers. OCLC membership was perhaps partly responsible for the relatively greater activity of the districts other than Philadelphia and Pittsburgh. However, many District Library Centers had not yet received their OCLC terminals in 1975 and 1976, and others for only a part of that period. Interloan data for 1977 and 1978 will reveal more accurately the effect of OCLC service, and probably indicate further the trend toward decentralization of interlibrary loan exchanges and also continued overall growth in this activity.

Interloan Activity of the Regional Resource Centers

Interlibrary loans made by the four Regional Resource Centers since their designation as such in 1962 have increased over 21 times, as shown in Table 16. This represents a significant advance in resource sharing. The State Library, starting from the least volume of this activity, increased more rapidly than any other resource center from that date to 1976 and also became the largest in absolute number. The other libraries increased similarly, however, with the exception of the Free Library, which experienced little change in the 10-year period 1966 to 1976 despite being the largest of the four and located in the most populous area of the State. Other factors no doubt have affected the interlibrary loan volume of the Philadelphia Library, such as the relatively small population served as a district center and the convenience of its branches to the district population. The percentage increase in interloans for these same periods is shown in Table 17.

The total circulation of each of the four RRC's has varied widely as shown in Table 18. That of the Free Library of Philadelphia in 1976, for example, was 51 times that of the State Library. Both the State Library and Pennsylvania State University Library have much smaller circulations than the two public libraries, as would be expected. However, as shown by the percentage changes in Table 19, the total circulation of the two public libraries has been dropping in recent years while that of the other two has been increasing.

Table 16

INTERLIBRARY LOANS BY REGIONAL RESOURCE CENTER

Year	State Library	Penn State	Pittsburgh[a]	Philadelphia[a]	Total
1961	500[b]	1,009[c]	551[c]	538[c]	2,598
1966	2,057[c]	4,073[c]	4,377[c]	9,241	19,748
1971	10,416	9,823[c]	8,430	9,332	38,001
1976	15,421	15,397[c]	13,836	10,248	55,650

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[a] Numbers include interloans as both Regional Resource Center and District Library Center.

[b] State Library, Pennsylvania Public Library Statistics, 1961, 1966, 1971, 1976 (Harrisburg: Pennsylvania Department of Education) 1963, 1968, 1972, 1978.

[c] Figures indicated were received directly from institution, not through a statistical report.

Table 17

PERCENTAGE INCREASE IN INTERLIBRARY LOANS BY REGIONAL RESOURCE CENTER[a]

Year	State Library	Penn State	Pittsburgh[b]	Philadelphia[b]	Total
1961-1966	311.4	303.6	694.3	161.7	660.1
1966-1971	406.3	141.1	92.5	.9	97.3
1971-1976	55.2	56.7	64.1	9.8	46.4
1966-1976	683.0	278.0	216.1	10.8	181.8

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[a] Figures are based on the chart entitled "Interlibrary Loans by Resource Center."

[b] Based on interloans both as Regional Resource Center and District Library Center.

Table 18

CIRCULATION BY REGIONAL RESOURCE CENTER

Year	State Library	Penn State	Pittsburgh	Philadelphia	Total
1961	75,000[a]	335,489[b]	3,390,957	5,929,670	9,731,116
1966	100,112[b]	463,470[b]	4,587,451	6,432,119	11,583,152
1971	97,766[b]	692,832[b]	4,503,713	5,814,935	11,109,246
1976	109,563[b]	615,826[b]	3,301,311	5,613,971	9,640,671

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[a] Figure is estimated.

[b] Figures received directly from institution; not through a statistical report.

Source: Primary source for statistics is Pennsylvania Department of Education, *Pennsylvania Public Library Statistics, 1961, 1966, 1971, 1976*, 1963, 1968, 1973, 1978.

Table 19

PERCENTAGE CHANGE OF ITEMS CIRCULATED BY REGIONAL RESOURCE CENTERS

Years	State Library	Penn State	Pittsburgh	Philadelphia	Total
1961-1966	33.4	38.1	35.2	8.4	19.0
1966-1971	- 2.3	49.4	- 1.8	- 9.5	- 4.0
1971-1976	12.0	-11.1	-26.6	- 3.4	-13.2
1966-1976	9.4	32.8	-28.0	-12.7	-16.7

Source: Figures are based on chart entitled "Circulation by Regional Resource Center."

With respect to the quality of service as resource centers, the total amount of local circulation has an effect on the availability of items for interloan. The annual circulation per book is shown in Table 20. Clearly, from these figures, the State Library would appear to be the library with the most likelihood of having a given book on the shelf at time of request. Other factors enter into the matter, of course, but the nonavailability of books was mentioned during the study by several district librarians as a reason for an increasing number of interlibrary loans between DLC's relative to those from RRC's.

As one would expect, interlibrary loans are relatively much more important as an institutional activity in some resource centers than in others. Table 21 shows that interlibrary loans are a major staff activity of the State Library, constituting 14.7 percent of all circulation in 1976. At the other end of the scale, interloans were only one-tenth of one percent of Philadelphia's circulation.

Another measure may be used to show interloans as a percent of a library's collection. The number of such loans was divided by the total items in the collection to produce the percentages shown in Table 22. For the State Library, with the smallest collection of the four resource centers and the highest number of interloans in 1976, interloans as 1.8 percent of its collection were nine times greater than that of the Free Library.

Loan Requests to Regional Resource Centers by Type of Library Requesting

The assumption of resource-center responsibilities has meant sharing of resources statewide with any type of library. In the case of RRC's it was never intended to restrict their services to public libraries. Through a sampling of requests, as shown in Table 23, it was determined, however, that about 65.9 percent of requests in 1977-1978 did originate with public libraries. Academic libraries made 27.4 percent of the requests, other libraries 6.7 percent. Interestingly, the State Library made more loans to academic libraries than did the Pennsylvania State University Library, and more also than it did to public libraries. Unlike the other three, information received from Carnegie Library of Pittsburgh indicated relatively few calls from other than public libraries.

Table 20

ANNUAL CIRCULATION PER BOOK IN REGIONAL RESOURCE CENTERS[a]

Year	State	Penn State	Pittsburgh	Philadelphia
1961	.10	.60	2.23	2.72
1966	.13	.61	1.72	2.74
1971	.12	.61	1.99	2.18
1976	.12	.43	1.89	1.49

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[a] Annual circulation divided by total volumes held.

Source: Figures are based on information presented in tables entitled "Circulation by Regional Resource Center" and "Volumes by Regional Resource Center."

Table 21

INTERLIBRARY LOANS AS A PERCENT OF TOTAL CIRCULATION OF REGIONAL RESOURCE CENTERS

Year	State Library	Penn State	Pittsburgh	Philadelphia
1961	.6	.3	.01	.009
1966	2.0	.8	.09	.1
1971	10.6	1.4	.1	.1
1976	14.7	2.5	.4	.1

Source: Figures are based on information presented in charts entitled "Circulation by Regional Resource Center" and "Interlibrary Loans by Regional Resource Center."

Table 22

INTERLIBRARY LOAN REQUESTS AS A PERCENT OF TOTAL COLLECTION OF REGIONAL RESOURCE CENTERS

Year	State Library	Penn State	Pittsburgh	Philadelphia
1961	.06	.1	.03	.02
1966	.2	.5	.1	.3
1971	1.2	.8	.3	.3
1976	1.8	1.0	.7	.2

Source: Figures are based on information presented in charts entitled "Volumes by Regional Resource Center" and "Interlibrary Loans by Regional Resource Center."

Table 23

SOURCE OF INTERLIBRARY LOAN REQUESTS
BY TYPE OF LIBRARY
1977-1978

	Percent of Requests		
	Public Libraries	Academic Libraries	Other Libraries[a]
Philadelphia	72.8	18.4	8.8[b]
Pittsburgh	93.7	3.8	2.5
Penn State	57.8	27.8	14.4
State Library	45.1	51.8	3.1
All	65.9	27.4	6.7

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[a] Special libraries and out-of-state libraries.

[b] Free Library of Philadelphia did not include out-of-state requests in its sample.

Source: Sample of ILL requests from libraries' files, November and April, 1978 (May 1978 for Philadelphia).

Interloans in the Capacity of Regional Resource Center Only

In order to analyze and compare the ILL activity of each of the four RRC's, it is necessary to distinguish between the number of interloans made by Philadelphia and Pittsburgh as Regional Resource Centers and the number made as District Library Centers. Estimates were made for 1976 based on percentages from that or another recent year obtained from reports made by those libraries, and are shown in Table 24, together with the numbers for the State Library and Pennsylvania State University Library.

Two of the resource centers, the Pennsylvania State University Library and the State Library, provided 82 percent of the RRC interloan service in 1976. This preeminence had been established gradually over a number of years. The reasons are not fully clear. Fill rate and response time might be important reasons, for these were alluded to frequently in interviews with interlibrary loan staff of the district centers as factors in their use of these two libraries in preference to the two large public libraries. Possession of unique titles in the assigned subject areas has not been a factor important enough to distribute requests evenly. The district libraries universally affirmed that with OCLC locations known, subject specializations had no influence over which RRC would be chosen to receive a loan request. The Philadelphia and Pittsburgh public libraries are clearly underutilized as RRC's for interloan purposes, although a few district libraries indicated these libraries as being among the first to which they look for interloans. The capacity of their enormous collections to fill many more requests than currently received is evident. Loans in their role as resource centers are less than one-tenth of one percent of their circulations and annually less than one-half of one percent of their collection. Even when the number of interloans are compared to the circulation and collections of their main libraries only, it is small.

The disparity between the volume of ILL service among the resource centers is as significant as the variations in specialized collection responsibilities.

Items Borrowed by Regional Resource Centers

The respective RRC's vary considerably in number of items they borrow for local patrons, as Table 25 reveals. The two public libraries borrow very little. Only the Pennsylvania State University Library borrows a large number. The

Table 24

INTERLOANS MADE EXCLUSIVELY AS REGIONAL RESOURCE CENTERS

Library	Interloans 1976	Percent of Total	Percent of Circulation
Philadelphia	3,517[a]	9.4	.06
Pittsburgh	3,128	8.3	.09
Penn State University	15,397	41.1	2.50
State Library	15,421	41.2	14.08
Total	37,463	100.0	.39

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[a] Estimated by applying percentages from "The 1976/77 Annual Report, Interlibrary Loan Department," Free Library of Philadelphia, to prior year interloan total.

Source: (a) 1976 Pennsylvania Public Library Statistics, (b) Annual Report, Interlibrary Loan Department, Free Library of Philadelphia, 1976-77; (c) Memorandum to Patricia Broderick, Acting State Librarian, et al., from D. C. Potter, Carnegie Library of Pittsburgh, subject "Interlibrary Loan Cost - District and Regional," August 8, 1977.

reasons for the small numbers stem from many factors, the relative importance of which cannot be accurately measured. In at least one instance a member of a resource library's staff suggested that local patrons were not always informed of and encouraged to use interlibrary loan. The immense resources of these libraries would tend to satisfy, perhaps, a larger proportion of their patrons. The nature of the clientele also varies, and it is not surprising that the interlibrary borrowing of the academic library among the four is much higher than the others. Borrowing is on the increase for all RRC's, however, and the percentage of increase for several time periods is shown in Table 26.

Net Loans by Regional Resource Centers

The sharing of library resources has traditionally rested on the premise that loans and borrows would be more or less equal in each library so that the costs would balance. Furthermore, for many years those libraries loaning more than borrowed, which were mostly the larger libraries, were willing to bear the extra cost from their local budgets in a spirit of service and because the total amount was small. This is currently the philosophy of the Hillman Library of the University of Pittsburgh, for example, which is not a designated resource center and therefore receives no state financial aid for its net "excess" of interloans.[5/]

However, the tremendous growth in interloan activity has made it difficult, if not impossible, for many libraries to meet the increased costs with traditional income after the volume reached high levels. For this reason, as well as to meet the increased unit costs per loan, numerous schemes have been adopted over the country for reimbursing libraries on a net loan basis. Pennsylvania, however, having started earlier than many other states in providing state aid for resource sharing, has used a different method. Broad grants to public libraries include the costs of resource sharing, as already described. For the four large libraries designated as major resource centers, which generally represent the ultimate resource within Pennsylvania, the annual block grants of $100,000 are intended to cover net interloan expense. Therefore, it is useful to look at the net loan figures of the four RRC's to see precisely how they compare with each other and with the amount of the grant. These are shown in Table 27. The numbers reveal that the State Library

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[5/] Telephone interview with Glenora Rossell, Director of Hillman Library, June 1978.

Table 25

ITEMS BORROWED BY REGIONAL RESOURCE CENTERS

Year	State Library	Penn State	Pittsburgh	Philadelphia	Total
1961	30[a]	1,778[c]	86[c]	36[c]	1,930
1966	90[b]	2,840[c]	136	62	3,128
1971	305[c]	4,658[c]	104	192	5,259
1976	989[c]	5,819[c]	430	666	7,904

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[a] Figure is estimated.

[b] Figure received directly from institution; not through a statistical report. It is for 1969.

[c] Figure received directly from institution; not through a statistical report.

Source: Primary source for statistics is Pennsylvania Department of Education, Pennsylvania Public Library Statistics, 1961, 1966, 1971, 1976, 1963, 1968, 1973, 1978.

Table 26

PERCENTAGE CHANGE IN ITEMS BORROWED BY REGIONAL RESOURCE CENTERS

Years	State Library	Penn State	Pittsburgh	Philadelphia	Total
1961-1966	200.0	59.7	5.8	72.2	62.0
1966-1971	238.8	64.0	- 23.5	209.6	68.1
1971-1976	224.2	24.9	313.4	246.8	50.2
1966-1976	998.8	104.8	216.1	974.1	152.6

Source: Figures are based on chart entitled "Items Borrowed by Regional Resource Centers."

Table 27

NET INTERLOANS MADE BY THE REGIONAL RESOURCE CENTERS
1976

Library	Loaned	Borrowed	Net Loans	Percent of Total Net Loans
Philadelphia	3,517	666	2,851	10
Pittsburgh	3,128	430	2,698	9
Penn State University	15,397	5,819	9,578	32
State Library	15,421	989	14,432	49
Total	37,463	7,904	29,559	100

Source: (a) 1976 Pennsylvania Public Library Statistics; (b) data supplied by Pennsylvania State University Library.

alone assumes almost half of the total cost of all RRC net interloans. The expense of this activity is also comparatively high for Pennsylvania State University Library. On the other hand, the net loans of the two public libraries together represent only 19 percent of total net expense for all RRC's. The variations appear greater even than for the collection-development responsibilities assigned to the four resource centers.

Relationship of Interloans to Subject Areas of the RRC's

To what extent have the interloans made by the RRC's been related to the subject areas assigned? In order to determine this, a sampling of interloans was made by each of the four RRC's from their records of November 1977 and March 1978. From this sample it was found that interloans correlated very little with the assigned subjects, as shown in Table 28. The Free Library loaned most proportionately in its assigned subjects, followed closely by the State Library. Carnegie Library of Pittsburgh was the lowest, loaning in subject specializations of the other three centers more than in its own.

By applying the 1977-78 sampling ratios to 1976 interloan volume, 12,681 interloans as RRC's (34 percent) were of materials in assigned subjects, compared to an assumed 25 percent if subject specialization did not exist. In other words, based on 1976 combined RRC interloan volume, approximately 3,300 loans could be attributed to the deliberate decision of requesting libraries to seek the material at the RRC having the subject responsibility, or were guided there by prior knowledge of holdings (Union Library Catalogue, OCLC, etc.). Interestingly, except for requests to Philadelphia, the non-public libraries were guided by the subject assignments to a greater extent than the public libraries, but this may have been due to a higher percentage of requests related to serious research matters. Greater detail of this interloan activity by assigned subject matter is shown for each RRC in Table 29. It should be kept in mind that the numbers were derived from samples and not from an actual count over an extended period.

Table 28

INTERLOANS IN ASSIGNED SUBJECT AREAS MADE BY REGIONAL RESOURCE CENTERS

Regional Resource Center	By Category, Percent of Interloans Made in Assigned Subjects, 1977-78[a] District Libraries	Other Libraries	All Libraries	Estimated Number of Interloans Made in Assigned Subjects, 1976[b]
Philadelphia	56.4	21.0	49.5	1,741
Pittsburgh	12.6	27.7	16.7	522
Penn State	21.9	26.4	23.8	3,664
State Library	36.6	50.2	43.8	6,754
All	--	--	33.8	12,681

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[a] Estimated from samples of interloans provided by each RRC.

[b] 1977-78 ratios applied to 1976 RRC interloans.

Source: Interloan files of each Regional Resource Center, November 1977 and March 1978, except Philadelphia, which were all of 1978.

Table 29

PERCENT OF INTERLIBRARY LOANS BY SUBJECT SPECIALIZATION ASSIGNMENTS BASED ON DEWEY CLASSES 1977-1978[a]

		By Category Percent of Interloans in Assigned Subjects		
Loaning Library	Subject assigned to	District Lib.	Other Lib.	All Libraries
Philadelphia	Philadelphia	56.4	21.0	49.5
	Pittsburgh	11.5	31.6	15.5
	Penn State	11.5	21.0	13.4
	State Library	20.5	26.3	21.6
Pittsburgh	Philadelphia	37.7	38.9	37.9
	Pittsburgh	12.6	27.7	16.7
	Penn State	20.0	15.4	18.8
	State Library	29.7	18.5	26.7
Penn State	Philadelphia	25.5	17.4	22.0
	Pittsburgh	26.0	25.7	25.9
	Penn State	21.9	26.4	23.8
	State Library	26.6	30.6	28.3
State Library	Philadelphia	36.6	21.1	28.5
	Pittsburgh	10.2	15.9	13.2
	Penn State	16.6	12.8	14.6
	State Library	36.6	50.2	43.8

Source: Interloan files of each Regional Resource Center for November, 1977 and March, 1978, except Philadelphia which was all 1978.

[a] Estimated from samples of interloans provided by each RRC, varying from 200 to 500 cards.

Interloans in Support of Research

It was repeatedly pointed out to the Board of Regional Resource Centers by the Director of the Union Library Catalogue of Philadelphia, Eleanor Campion, during the first decade or more after organization, that interloans made by the RRC's were overwhelmingly in popular self-help items of recent imprints.[6] Also, Mildred Treworgy of Pennsylvania State University Library informed the Board that most requests to RRC's were for current popular materials rather than scholarly or specialized materials.[7] She raised the question of whether the resource centers were needed.

There was no practical way as part of this study to determine which materials obtained by interlibrary loan were used for research purposes. Definitions and motivations, difficult if not impossible to obtain, would be involved. Nevertheless, the questions raised by experienced staff regarding the justification of the creation and funding of the four resource centers have been persistent from the early years to the present. Perhaps some of the doubts would have diminished if the word "research" had not originally been emphasized in the 1958 Martin study and "resource" given more prominence, this being a broader term. To many persons even modest self-help materials enable applied research to personal, family, or group problems. On the other hand, the state financial aid to RRC's has been thought of primarily as supporting the acquisition of a larger number of the more infrequently used items often critical to research in areas of broad social concern.

Then, too, if the requests for interloans did not appear to increase as rapidly as the improved resources would justify, questions might be raised whether other factors also were at work, such as public unawareness, inadequate staff training and orientation, lagging technology (recently greatly improved through affiliation with OCLC), underdeveloped delivery systems (also improving), and only partially developed interlibrary cooperative systems. It seems probable that the effect of expanded use of the OCLC bibliographic facilities and improved delivery time for materials will continue to increase the use of regional library resources for many years to come if the resource system is retained. If improved bibliographic tools are accompanied by other related action of organizational, administrative, and staff nature, the present upward trend should be even further accelerated, resulting in more intensive use of the valuable resource materials held exclusively, or largely, in the resource centers.

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[6] One such instance is recorded in the Minutes of RRC Board of June 24, 1966.

[7] Minutes of RRC Board, June 8, 1971.

Views of District Library Centers on Interloan Activities

Discussions were held with personnel of all but two or three of the District Library Centers regarding interlibrary loan activities. A number of relevant points were made, of which the following represent the practice or view of many, sometimes most, of those interviewed:

1. The bibliographic file of OCLC made available recently to the DLC's has been a liberating factor of immense importance, freeing them from slavish recourse primarily to one or another RRC for interloans. Based on the known locations of the desired item as displayed on their OCLC terminal, the DLC's now send their requests to whichever library might serve them best.

2. A considerable increase in requests of DLC's are made to other DLC's, particularly the smaller DLC's, because of faster response.

3. Interloans are increasing between DLC's and public and private academic libraries, especially among those with access to OCLC.

4. Subject areas responsibilities assigned to Regional Resource Centers are not significant guidance in selecting a library from which to borrow.

5. Subject area responsibilities of the RRC's are important guides in making reference requests (except for several ILL librarians of fairly recent appointment who were uninformed about the long-standing assignments).

6. Wherever a district catalog has been prepared, it is generally consulted first, resulting in a large proportion of requests (as much as 50 percent) being filled within the district; other districts are considering preparation of a district catalog; this is a significant prospect for bringing more local libraries into the exchange process rather than just borrowing; also it has led to more structured and extensive intradistrict cooperation.

7. Among the RRC's the State Library is a preferred source for many DLC's because of high rate of fill and quick response. However, each of the other RRC's has a group of satisfied libraries.

8. The delivery routes of the Interlibrary Delivery System (IDS) is a factor in determining the library from which a request is to be made since this may affect response time.

9. No consistent pattern exists in selection of academic libraries (not including Penn State, an RRC) to which a request will be made; geographic proximity, IDS routes, and reciprocity of exchanges are among the influencing factors.

10. Items requested on interloan are scrutinized by many DLC's for possible acquisition.

11. Libraries of the University of Pennsylvania, University of Pittsburgh, and Temple University tend to be among the last considered for loan requests, but OCLC facilities are changing this situation for some DLC's.

12. Professional meetings among ILL librarians, despite the growing importance of this activity and the procedural problems involved,have not been encouraged; these librarians tend not to know each other and have not organized cooperatively to solve problems and improve services.

13. Lack of delivery service within districts hampers interloan activity among local libraries.

14. OCLC has resulted in a higher percentage of out-of-state requests (in one case about 10 percent of the total); service from many out-of-state libraries has been excellent and has led to reciprocal requests.

15. Some DLC's have found excellent response to loan requests directed to the state colleges and universities and as a result mutual exchanges are increasing; others currently make few requests to these sources.

16. In western Pennsylvania use is made of the location service of the Pittsburgh Regional Library Center, but charges are inhibitive.

17. Lack of adequate bibliographic verification tools in some local libraries is a restraining force on interlibrary loans.

18. Some of the Regional Resource Centers do not refer unfilled requests to other libraries, or do so infrequently.

19. Jointly operated automated circulation systems being considered in some districts are expected to increase interloans among local libraries.

From the above information supplied by district centers it must be concluded that the interlibrary loan function is undergoing a rapid change in flow of business. Access to OCLC by the DLC's and many cooperative academic libraries has freed the DLC's from heavy reliance on the Regional Resource Centers, a situation reflected in the relatively smaller number of requests being channeled to the RRC's. Inevitably this means that a larger proportion of the requests received by the RRC's are for little-used materials not readily available elsewhere. For more widely held materials the DLC's now have multiple sources easily available with higher fill rates and lower response time. Even for many of the more rare materials, the DLC's now make their requests to RRC's on a freely elective basis. They may readily go instead to some other (often academic) library in the State or choose to send their request out of State. It may be assumed that whenever they believe that some advantage will accrue to their patron by going out of State, they do so.

An ILL librarian of one District Library Center, while being interviewed, pulled a recent monthly report of ILL activity and presented it as typical of the variety of interloan requests received and made under current conditions. Of 63 transactions in the month, only one was with an RRC, as shown in Table 30. This was a loan request made to the Pennsylvania State Library. In the same month, however, two requests were made to a state library other than Pennsylvania. Particularly noteworthy is the large number of "lateral" transactions made with other DLC's.

The large libraries designated as RRC's no longer hold a monopoly imposed on the DLC's by limitations of bibliographic access. An RRC agreeing to serve as an ultimate resource for the libraries of the State now does so in a more service-minded atmosphere. The state government in the future, in turn, may choose to respond with financial aid to the same degree as the interest displayed by each respective RRC. Or it may call for substantially altered policies and programs designed for greater effectiveness.

Table 30

INTERLOAN ACTIVITY OF A SELECTED DISTRICT LIBRARY CENTER
May, 1978

Type of Library	Borrowed From	Loaned To
District Library Centers	16	23
Public libraries in other states	1	1
Pennsylvania college libraries	4	4
College libraries of other states	1	1
Pennsylvania school libraries	--	9
Pennsylvania State Library[a]	1	--
State libraries of other states	2	--
Total	25	38

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[a] Regional Resource Center.

Source: Telephone interview with ILL librarian of a District Library Center, July, 1978.

Subject Areas of Interlibrary Loans

Pennsylvania is currently collecting only limited statistical data on the interlibrary loans. This prevents needed continual analysis of the activity which would be useful to its management. Some other states have moved forward in this respect. The New York State Interlibrary Loan network (NYSILL) has a system which produces records by six classes of uses groups (faculty, postsecondary student, professional, industrial researcher, resident of correctional institution, and other).[8/] Other possible groupings could be made which would be useful in analyzing interloans need and use.

NYSILL also relates requests to Dewey classifications. In 1976-1977, for example, they found that the greatest number of requests were received in medical science (which is not an assigned class in the Pennsylvania program of RRC's). The top five categories of NYSILL were:

- Medical Science (610-619)
- Technology, Engineering, Manufacture (600-609, 620-629, 670-699)
- Social Sciences, Social Welfare, Customs and Folklore (300-309, 360-369, 390-399)
- Economics, Public Administration, Public Services-Public Utilities (330-339, 350-359, 380-389)
- American Literature, American-English Language (800-829, 400-429)

Similar information in Pennsylvania would not only have significance in the management of interloan activities but also in the policies of collection development.

To provide such information the library community will need to adopt a uniform system, designed to be simple and to use little staff time. The benefits could far outweigh problems of installing the new procedures, contributing to changes in collection policies, request routing, and generally upgrading resource sharing. But pending adoption of such a plan generally, execution of the responsibilities of the RRC's calls for more data to serve in the management of that

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[8/] "The New York State Interlibrary Loan Program, NYSILL 1976-1977 Annual Report," in The Bookmark, New York State Library, Albany, Vol. 37, #3, Spring 1978.

program. Every facet of ILL activities of the RRC's should be accurately reported, including subject classes as related to their collection responsibilities.

Regional Resource Center and the Older Materials

Research libraries are normally considered as repositories of older as well as newer publications. Pennsylvania has not yet adopted a comprehensive plan for the preservation of materials, last-copy responsibilities, etc. The ILL samples,taken during the course of this study, provided some information on patron need for older materials. Table 31,based on information from the Pennsylvania State University Library, indicates that a large percentage of requests in 1977-1978 were for older materials. Table 32 gives similar information for the State Library. The need for expanding the concern of the RRC program into this area is underscored by these data. The topic has been discussed in meetings of the RRC Board, but an adequate program has not been formulated beyond the general responsibility of collecting in certain subject areas.

Summary of Findings and Conclusions

Loans of books and other materials between libraries, in order to serve patrons wherever they may reside in the State of Pennsylvania, represent a culminating purpose of the entire scheme of cooperative libraries. The increasing volume of interlibrary loans, greatly encouraged by the cooperative arrangements made between libraries under state sponsorship, is testimony of a considerable success over the past 17 years.

Some of the interlibrary loans are for research purposes. The proportion is unknown. Whatever the figure, it is important beyond other loans in a broad social sense because of the number of lives beyond the single patron which tends to be affected by the consequences of research. The Pennsylvania plan of cooperation among certain large libraries rests on such recognition of research priorities. In the course of this study it was concluded that the plan is providing favorable results in research support as well as serving to encourage interlibrary loans as a whole. But, lacking hard data, this conclusion was inferred from general information and from the comments of knowledgeable librarians. It was also noted that similar interlibrary loan support for research is provided increasingly in other states.

Table 31

INTERLIBRARY LOAN REQUESTS RECEIVED AT THE PENNSYLVANIA STATE UNIVERSITY LIBRARY, BY DATE OF PUBLICATION

Date of Publication	Type of Library Requesting			
	Public	Academic	Other[a]	Total
1978	0	0	0	0
1977	7	4	2	13
1976	7	14	5	26
1975	17	10	9	36
1974	3	4	3	10
1973	5	2	3	10
1972	2	3	2	7
1971	7	7	3	17
1970	10	5	3	18
1965-69	36	20	7	63
1960-64	16	15	2	33
1950-59	28	20	2	50
1940-49	12	8	1	21
Before 1940	25	11	0	36
Total	175	123	42	340

Source: Samples of ILL requests, from library's files, November, 1977 and April, 1978.

[a] Special libraries, out-of-state libraries, etc.

Table 32

INTERLIBRARY REQUESTS RECEIVED AT THE STATE LIBRARY BY DATE OF PUBLICATION

Date of Publication	Type of Library Requesting			
	District	Academic	Other[a]	Total
1978	1	1	0	2
1977	18	23	1	42
1976	20	27	1	48
1975	21	29	4	54
1974	16	17	2	35
1973	17	19	0	36
1972	9	13	1	23
1971	7	13	0	20
1970	10	9	0	19
1965-69	23	36	0	59
1960-64	15	19	0	34
1950-59	7	6	0	13
1940-49	3	4	0	7
before 1940	11	13	0	24
Total	178	229	9	416

Source: Sample of ILL requests, library's files, November, 1977 and April, 1977.

[a] Special libraries, out-of-state libraries, etc.

The following findings and conclusions do not dwell unnecessarily, however, upon the successes and advantages of the present interloan policies, organization, and procedures in Pennsylvania. Because the purpose of this study is to determine how the present system may be improved, a critical look has been given to current practice. Imperfections are emphasized in the findings and conclusions following herewith, in order that they may serve as the basis for further improvement.

1. Interlibrary loans, being the most tangible evidence of the functioning of the resource centers, have steadily increased since the adoption of the cooperative plan. While some increase would have occurred anyway, analysis of the matter indicates that much of the activity is directly due to the cooperative plan and state funding.

2. Data reveal that the resource centers have loaned materials in their assigned subject areas at a greater rate than in unassigned areas.

3. The interloan program has tended also to increase interloan service in nonassigned subject areas.

4. Academic and special libraries, in addition to public libraries, have benefited from the resource-center program in obtaining scarce materials.

5. Improvements in bibliographic search methods (e.g., OCLC, union catalogues and lists) have greatly encouraged libraries to use the resource centers for obtaining materials.

6. The creation and continual improvement of the Interlibrary Delivery System, a system of regular truck pickups and deliveries, have fostered loans by the resource centers.

7. The availability to a greater number of libraries of new and improved methods of locating those libraries holding desired materials is operating to encourage more interloans directly between small- and medium-sized libraries, resulting in a relative drop in loan activity by the resource centers (but not, as yet, an absolute reduction).

8. From an economic point of view, the percentage of loans to patrons resulting in interlibrary loans may be allowed to increase substantially before questioning the relative adequacy of the collections of the requesting libraries as a whole to meet most needs.

9. The policies of the four resource centers regarding which materials can be made available for interlibrary loan are inconsistent; some librarians believe they are occasionally at odds with the basic concept of research collections.

10. Because of improving means for locating needed materials for patrons, user libraries are now less often compelled to use the facilities of a resource center which has a record of low fill rates and slow response.

11. Faster service and more likelihood of finding the material to be available is influencing some libraries to request loans of smaller libraries.

12. The existence of an improved Interlibrary Delivery Service is encouraging further decentralization of the interloan process.

13. Requests made to out-of-state libraries have increased in number with the availability of OCLC service.

14. The combined ILL activity of two of the resource centers is far greater in number of items loaned than the other two, raising questions of relative quality of service among them.

15. The interloans represent a very small part of circulation and bookstock of the resource centers, except for the State Library.

16. Statistics on interlibrary loan activity are not accorded the attention which their increasing importance justifies. It is not organized in detail or in aggregates as needed to facilitate planning and managerial decisions.

17. Loan policies and procedures are not uniform among the several resource centers, at times apparently because of differing interpretation of their responsibilities.

18. Hierarchical position in the library's organization, staffing policies, and supervisory interest in interlibrary loan give stronger emphasis to interlibrary-loan activity in some resource centers than in others.

19. Although at present state aid is granted equally to each resource center, the expense of net loans made is largely borne by only two of the libraries, resulting in reduced service standards.

20. Reference requests tend to be made to the resource center carrying the responsibility for the respective subject.

21. The substantial proportion of interloans made by resource centers which have publishing dates prior to 1970 appears to underscore the special service which these libraries can offer. The number

of requests for older materials suggests the need for retroversion of these holdings in OCLC where not previously accomplished in order to facilitate the location process for interloans.

22. Subject specialization is antithetical to the original desire of having at least one resource center within an hour's drive for most of the population. Assigned subject areas are made exclusive for the entire State, thus making less important the geographical location of a resource center within the State.

23. An increase in the number of resource centers would increase the probability of shelf availability of a requested item in one or another of the centers. Delivery time could also be reduced in some instances.

IX. FINDINGS AND CONCLUSIONS

This final chapter is divided into four parts: (a) the concise presentation of 35 recommendations; (b) proposed changes in the library law of Pennsylvania to facilitate or enable the implementation of the recommendations; (c) proposed revisions of current regulations to be adopted by the State Library to the same ends; and (d) a discussion which explains certain critical aspects of the proposals and is intended to integrate them into a balanced whole. It may be useful to refer back and forth to these four parts for greater understanding of their interrelationship.

Recommendations

The following recommendations are grouped in three divisions: organization, collection development, and interlibrary loan.

Organization of the Major Library Resource Program

1. The major library resource program should be maintained, improved, and redesignated the Major Resource System of Pennsylvania (MARSOP) for the purpose of acquiring major research collections and making them available to all residents of the Commonwealth.

2. MARSOP should include all seven of the largest libraries of the State--four academic libraries, two public libraries, and the State Library--to be designated as Major Resource Centers under authority of law by the State Librarian, and not more than three other libraries with complementary specialized collections to be designated in similar fashion as Special Resource Centers.

3. The State Library should assume two distinct roles with respect to MARSOP and keep them separate: (a) serve as a regular participant and member of the system and its governing organization without holding any superior position; and (b) act as the program-funding authority of the State, representing its interests in policy formulation, program evaluation, and grant administration.

4. The Resource Centers should organize themselves by means of a system Board for the purpose of program planning and execution and of arranging cooperation with other programs of resource sharing, intrastate and national.

5. The MARSOP Board should be comprised of the heads of the major resource libraries, and the head of one special resource library on a rotational basis, except that the State Library might be represented by the Director of the General Library, thereby reserving to the State Librarian the other major role of acting for the Commonwealth in dealing with the policies, programs, and funding of the system.

6. The Board of MARSOP should elect its own officers, adopt by-laws for its governance and operations, and adopt rules setting forth procedures for guidance of the Resource Centers in carrying out the agreed cooperative programs.

7. To foster institutional awareness and to represent broad institutional interests in the objectives of the Major Resource System, a Policy Review Council of lay members from each institution should be created to conduct an annual review of system policies and programs, to make special inquiry at any time, to comment on the effectiveness of the system in helping each other and in serving other libraries, and to recommend to the MARSOP Board any changes deemed appropriate. The members of the Policy Review Council from the two public libraries should be designated by their respective library boards from among their own members. The four university members should be designated by their respective president or chancellor from the rank of vice president or its equivalent. Representation of the special resource libraries should be comparable. The State Library should be represented by the Secretary or Deputy Secretary of Education.

8. The Board of MARSOP should appoint a full-time director to carry out its adopted program in close cooperation with the staffs of the respective member libraries. Resource Centers should be authorized by the State Library to expend state grants for this purpose and other allowable costs of the MARSOP Board and its staff on the basis of an annual plan and budget.

9. The Board of MARSOP should prepare a five-year plan of program development with annual increments, the first year being the annual plan of service for submission to the State Library for consideration and approval prior to preparation of the annual plans of service and grant applications of the individual resource centers. Each separate library plan and accompanying grant application should be consonant with the overall MARSOP plan and subject to approval of the State Library.

10. The Board of MARSOP should appoint committees and task forces from the staffs of the member libraries to consider the objectives of the cooperative program and means for its furtherance. Such appointed groups should involve all categories of library staff involved in planning and carrying out aspects of the program.

11. The State Library, in representing the interests of the State as grantor and sponsor of MARSOP, should continue to utilize the Library Development Bureau and its Interlibrary Cooperation Division for program development and grant administration in the expanded and more dynamic operation, including staff responsibility for review and negotiation of the annual plan and for monitoring performance.

12. A library accepting designation as a Resource Center should agree with the State Library on a period of notice of intention to withdraw from the program (such period being of sufficient duration for alternative service arrangements to be made) and on the disposition of property acquired with state funds.

13. State grants to Resource Centers should be made equitably on the basis of the value of services provided in accordance with the annual plan of MARSOP and the several resource centers. The current indiscriminate block grants should be phased out effective January 1, 1980.

14. The Board of Education should accept its responsibility for the broad aspects of library affairs in Pennsylvania, especially the development of multi-type library cooperation, of which the proposed program of a Major Resource System of Pennsylvania is an example.

15. The State Board of Education should appoint a Committee on Library Affairs to inform itself and report to the Board the principal shortcomings of library service in the State and recommend a position for the Board to take. This Committee should establish liaison with the Advisory Council on Library Development in order that the Council and the Board of Education may coordinate their views and actions.

16. The Secretary of Education should become active in library affairs, informed of the principal obstacles to progress, and an effective leader in uniting the library community in a program of joint planning and action. A specific amount of the Secretary's time should be allocated to library matters because of the compelling demands of other educational programs.

17. The State Librarian should be accorded the rank of Commissioner in the Department of Education and, as such, confer regularly with the Secretary of Education and assist in the presentation of major library issues to the Board of Education and its councils and committees for their consideration.

Cooperative Acquisition and Management of Major Research Collections

18. An expanded and reorganized Board of the Major Resource System should undertake, with the cooperation of the State Library, a thorough reexamination of the program of cooperative development of major research collections in all its aspects. Its objective should be a bold new plan to create the best possible statewide cooperative library collection for research support, pioneering as necessary in elements not yet fully developed in library science.

19. The policy of subject assignments to each resource center should be modified and refined in order to:

    a. Include the collection strengths and preferences of newly designated resource centers;

    b. Include in the assignments all subject classes of research interest, and continue the policy of assigning each subject class to only one library.

    c. Relate the total of subject assignments of each resource center to annual publishing volume and cost;

    d. Relate the total subject assignments of each resource center to the availability of local and state funds in order to insure adequacy of total collection strength and annual acquisitions when compared with the other resource centers;

    e. Establish criteria for identifying important special collections in other libraries in the State and providing for their recognition and inclusion in the total resources through agreement between those libraries and the Board of the Major Resource System;

    f. Consider the availability of materials in cooperative collections outside Pennsylvania which under conditions of membership or other formal and enduring relationships can augment in-state resources (e.g., the Center for Research Libraries).

20. The present rudimentary collection policies relating to resource-center responsibilities should be supplanted by detailed policies at both the total system level and individual library levels, and should:

    a. Include monographs, periodicals, microforms, and all other forms incorporating research materials;

    b. Distinguish acquisition policies not only by broad Dewey decades of numbers, but by finer numerical distinctions whenever this will add to clarity of collection levels and bibliographic emphasis, and will provide administrative guidance and improved performance evaluation, reporting, and costing.

c. Prepare collection policies with the view also of their utility to the bibliographers of other libraries in both their calls upon the research materials of the resource centers and in the formulation of their own acquisition plans.

21. Administratively the program of cooperation ultimately should become so refined and mutually beneficial among the resource centers that acquisitions might be approached from the point of view of determining necessary duplication of collections rather than identifying unnecessary duplication, and without sacrificing freedom of selection and quality of collections.

22. The Major Resource System, in collaboration with the State Library, should devise a plan for last-copy retention and the inclusion of the bibliographic data in shared files (OCLC, etc.).

23. The staff of the Major Resource System should assist and coordinate the efforts of the staffs of the member libraries in carrying out the overall collection policies adopted by the system Board, and represent the Board in continuing liaison with the using libraries, libraries cooperating with special collections, out-of-state libraries and systems, and the State Library in matters of collection development and cooperative arrangements.

24. Future state grants to resource centers for improving their research collections should be made on the basis of actual expense under the terms of approved annual plans of service which set forth for each assigned subject amounts to be spent from both local and state funds and supported by invoices of materials purchased and related financial reports. The present block grants should be terminated effective January 1, 1980.

25. The Board of the Major Resource System and member libraries should create a system of program reports as needed to provide them with the facts for planning, administering, and evaluating progress and similarly to inform cooperating libraries, governing authorities of the respective libraries, and the state government according to their respective interests.

Interlibrary Loan: Culmination of a Major Resource System

In a major resource system all activity prior to interlibrary loan is prologue. Interloans represent completion of a process undertaken. All effort and investment in the system are sterile and unavailing unless interloans result. The greater the number of interloans the more successful is the resource system, up to the point that requesting libraries can more logically acquire the material for their own collections.

The 17-year history of Pennsylvania's resource centers is one of a growing number of interloans in a period of unusual growth in the collections of the requesting libraries, too. This represents a pattern of service which supports the public policy which initiated the system.

Nevertheless, it has been a period of trial in which problems have been evident. The following proposals relate to the difficulties and impediments in the current situation and means for their elimination or diminution.

26. The interlibrary loan activity of libraries, including that of the resource centers of Pennsylvania, should be viewed in a new light, namely, one that reveals it to have become a major concern of library service and which promises to continue for some time to grow at a rate exceeding that of library functions as a whole.

27. Pennsylvania, in the development of its own interloan system, should prepare its libraries and cooperative library organizations to participate effectively in what promises to become an important national cooperative program of this nature.

28. The infrastructure of interlibrary loan service should be reorganized to match the importance of the activity in policy formulation and management, as follows:

    a. Create the cooperative structure for a Major Resource System of Pennsylvania, with staff, as already described.

    b. Designate a professional librarian of the staff of the State Library to work extensively, if not full-time, in this area with all libraries of the State.

    c. Provide for improved uniform procedures to assist libraries in requesting loans and responding thereto.

    d. Establish a system of records and reporting which will give more facts on interloan activities in order to identify trends and problems calling for policy or procedural changes.

29. The Board of the Major Resource System of Pennsylvania should provide for continuing review and administration of the cooperative aspects of its interlibrary loan program by assigning this as a major staff responsibility of the system director appointed by the Board. This would also require the director to maintain liaison with user libraries in improving and maintaining the quality of service.

30. The hierarchical position of the interloan activity in each resource center should be reviewed to insure that it matches the increased importance of the activity, and the job classifications of the personnel should be reviewed for the same purpose. Oversight and management of interlibrary loan service at the supervisory level should be upgraded in each library as needed for changed conditions.

31. In-service training programs in the interlibrary-loan activity should be strengthened by the State Library and carried out cyclically year after year for new personnel and according to perceived needs for other personnel, on behalf of all types and sizes of libraries.

32. The net-loan expense of Resource Centers should be fully covered by grants-in-aid from the State, and similarly the expense of the Special Resource Centers in their assigned subject areas, based on accurate reports of interloan activity in accordance with annual plans of service approved by the State Library. Fixed annual grants for this service should be discontinued effective January 1, 1980.

33. Periodic analyses of interlibrary loans should be made with respect to subject areas assigned to the respective resource centers, their relationship to research, and distribution by type of user and requesting library, all as part of a continuing series of policy and procedural adjustments.

34. Involvement of more libraries in a system of computerized bibliographic data bases should be encouraged, as well as the utilization cooperatively of groups of libraries in automated circulation systems, as an aid in distributing interlibrary loan activity and avoiding an excessive number of loan requests to resource centers.

35. Interlibrary delivery service of interloans should be continued and strengthened by adding more libraries to the routes and by increasing the frequency of delivery as volume rises.

Proposed Changes in the Library Code

The following changes in the Library Code are proposed, and reflect the findings of this study on the current program and the important potential for future service.

Section 102.

(4) "[Major] Regional Resource Center." Any library designated as such by the State Librarian and receiving State aid for the purpose

of [cooperatively] acquiring major research collections and ~~under-such-rules-and-regulations-as-are-promulgated-by-a board-consisting-of-the-head-librarians-of-all-regional-resource-centers-and-under-the-chairmanship-of-the-State-Librarian,~~ making them available to the residents of the Commonwealth on a State-wide basis.

[(5) "Special Resource Center." Any library designated as such by the State Librarian and receiving State aid for the purpose of acquiring extensive specialized collections complementary to those of the Major Resource Centers in subject areas important to research and making them available to the residents of the Commonwealth on a State-wide basis.]

Section 201.
(7) To inspect local libraries, district library centers and ~~regional~~ resource centers and require reports in such manner as may be deemed proper.

Section 209. [Major and Special ~~Regional-Library~~ Resource Centers.--The State Librarian [is authorized to] ~~shall~~ designate [any of the following libraries to be Major] ~~four-Regional-Library~~ Resource Centers ~~to-be-located-at-the-following-places~~: Carnegie Library of Pittsburgh, Free Library of Philadelphia, Pennsylvania State Library, Pennsylvania State University Library, [Temple University Library, University of Pennsylvania Library, and University of Pittsburgh Library; and to designate as Special Resource Centers as many as three libraries possessing extensive research collections complementary in selected subjects to those of the Major Resource Centers.]

Section 210. Powers and Duties of [Major and Special] ~~Regional-Library~~ Resource Centers.--
[Major and Special] ~~Regional-Library~~-Resource Centers shall have the responsibility and power to acquire [cooperatively] major research collections and~~,-under-rules-and-regulations-as-are-promulgated-by-a-~~

~~board consisting of the head librarians of all Regional Library Resource Centers and under the chairmanship of the State Librarian,~~ to make them available to the residents of the Commonwealth on a State-wide basis [in accordance with rules adopted by a board established under regulations promulgated by the State Library. The board shall have the authority to elect its own officers; to adopt by-laws; to acquire property; to appoint staff and provide for their participation in a state, municipal, or university retirement plan; to contract; to receive money and property; and to expend money for purposes authorized by law and according to regulations and rules issued pursuant thereto by the State Library.]

Section 303.

(5) [Major and Special] ~~Regional Library~~ Resource Centers. In the case of a library designated by the State Librarian to serve as a [major] ~~regional library~~ resource center[, State-aid in addition to such aid for any other category shall be paid to each such library for services provided according to an agreed annual plan of service, and for all libraries so designated shall not exceed a total annual amount of ten cents (10¢) for each person residing in the State] ~~additional State aid in an amount not to exceed one hundred thousand dollars ($100,000) shall be paid to such library,~~

Proposed Changes in Regulations Promulgated by the State Library and Advisory Council on Library Development

The following changes in existing regulations, and new regulations, are proposed in order to carry out an effective program of major resource centers.

§131.18. [Major and Special] ~~Regional Library~~ resource centers. [(a)] A library designated by the State Librarian to serve as a ~~regional library~~ resource center shall be eligible to receive State aid annually as provided in section 303(5) of the Library Code (24 P.S. §4303) when its plan for use of such funds is approved by the State Librarian in accordance with Chapter 141 of this Title (relating to plans for the use of State aid).

[(b) A policy review council composed of a representative of each institution accepting designation as a resource center shall meet annually, and at other times on call of its elected chairman, for the purpose of reviewing the policies and objectives of the resource centers. The members of the council shall be the Deputy Secretary of Education, a member of the library board of each public library and an official at the vice presidential level of each university or other institution. The State Librarian shall be a member ex officio of the council and secretary thereof.

§131.36. Reduction of State aid.
The full amount of per capita aid, additional aid, district library center aid, and ~~regional-library~~ resource center aid authorized by section 303 of The Library Code (24 P.S. 4303) will be paid if sufficient funds are appropriated by the General Assembly [; provided that, no resource center shall be paid an amount exceeding the value of services rendered as determined by the State Librarian]. If an insufficient amount of money is appropriated, each type of aid will be reduced proportionately.

§137.1. Purpose of the State Library.
(4) Inspecting local libraries, district library centers, and ~~regional~~ resource centers.

§141.3 [Major and Special] ~~Regional-Library~~ resource centers.
The purpose of State aid to ~~regional-library~~ resource centers is to enable such libraries to build up major research collections in a planned and joint relationship and to make such specialized materials and services available to all the residents of this Commonwealth under rules ~~and-regulations~~ promulgated by a board consisting of the head librarian of all [major] ~~regional-library~~ resource centers ~~and-under the-chairmanship-of~~ [including] the State Librarian [or a representative designated by the State Librarian, a head librarian of a special resource center which membership shall be rotated among the special resource centers, and a member each representing user academic libraries and user public libraries appointed by the State Librarian.]

§141.15. General nature of plan.

The plan for use of State funds [other than resource centers] need not be for special or extraordinary projects. It may represent a simple program to add State funds to local funds for the purpose of increasing expenditures for books, salaries, operating expenditures, or capital expenditures, and to join in the cooperative practices of the district library center system of the library's district. The State aid may be apportioned to any use which leads to the library's increased effectiveness or efficiency over and above the level reached the preceding year. The plan should include a statement of how the library board of directors expects the intended use of State funds to improve the quality of the services of the library.

[§141.16. Plans of major and special resource centers.

The plan for use of State funds by a major or special resource center shall constitute an annual plan of service. It shall set forth goals in measurable terms whenever possible, methods to be employed, resources required, amount of local funds to be expended, records of performance and expenditure to be maintained, and such other information as may be required by the State Library.]

§141.23. [Major and Special] **Regional-Library** resource centers.

In approving or disapproving plans for the use of State funds for **regional-library** resource center service, decisions of the State Librarian shall be guided by whether the plan for use of such State aid is in accord with the objectives agreed upon by the board of **head-librarians-of regional-library** resource centers and such rules **and-regulations** as [the] **such** board may promulgate.

§143.3.

(c) [Major] **Regional-Library** resource centers. The **four** libraries designated as [major] **regional-library** resource centers pursuant to article II, section 209, of act of June 14, 1961 (24 P.S. §4209), shall be eligible for designation as a depository collection library.

Discussion of Major Aspects of the Proposals, Including Changes in the Law and Regulations

The considerable thought underlying the proposals and the suggested changes in the Library Code and regulations is condensed in the following discussion for the purpose of setting forth the rationale of those concerned. A mere reading of the proposed legal changes, unaccompanied by extensive and time-consuming analysis, is insufficient to an understanding of their full impart. Behind each such change are numerous factors relating to purposes, organizational factors, and important interrelationships. The following discussion is divided into the following major divisions: the future of the concept, organizational forms, and responsibilities.

Pennsylvania Resource Centers: The Concept and Its Execution

The following discussion relates to the current validity of the concept of Regional Resource Centers, the salient features of its development since recommended in 1958, and its effectiveness in action. In light of experience to date, proposals are then made regarding future organization and means to carry out the responsibilities as conceived.

Validity of the Concept. The two fundamental needs of the residents of Pennsylvania that were to be satisfied by the creation of Regional Resource Centers are the further development of extensive research collections and liberal access thereto regardless of place of residence. The designation of four large libraries with responsibility to carry out these objectives was made in order to take full advantage of their existing resources and to gain the future advantage of a larger percentage of unique or scarce holdings by reducing unnecessary duplication and by increasing unique acquisitions through using the savings from elimination of duplicate purchases through additional financial aid from the Commonwealth.

These original concepts of cooperative collection development and shared resources, judging by developments in organization, technology, library operating costs, and funding since their implementation in Pennsylvania in response to the 1958 Martin study, are even more feasible in 1978. In the past two decades cooperative action by libraries through formal contracts and under appropriate legislation has become commonplace. As already pointed out, large libraries of other states, such as Illinois and New York, have organized to pursue these same objectives. As in the case of Pennsylvania, state funds have aided to establish these strengthened library relationships and to pay costs beyond those justified for expenditure from local or traditional funds only.

The concept also has been made more viable in its execution by important improvements in technology. The most influential is the computer-based bibliographic system of the Ohio College Library Center (OCLC) used for cataloging materials, locating materials in other libraries, and related purposes. OCLC is currently planning a subsystem to facilitate interloans which is expected to substantially increase this function. Uniformity of bibliographic practice and rapid electronic means for searching files are gradually making the bulk of informational resources available to citizens of the United States wherever they may live.

There has been a deepening conviction in the library community in recent years that even the largest libraries cannot collect but a portion of the materials needed by their patrons due to the costs involved and that much material is underutilized by their traditional clientele relative to such costs. Consequently, the concept of shared collection development has been given a crescendo of support.

Furthermore, in Pennsylvania as elsewhere, means for the physical transportation of library materials between libraries have been improved beyond traditional mail service by the creation of automotive delivery systems used exclusively for that purpose. Growth in delivery through electronic means also is confidently expected in the near future.

In short, the concept of shared library resources is ever more applicable because of progress in interlibrary organization, cost constraints, intergovernmental funding, bibliographic methods, and delivery means.

Execution of the Concept. The methods of implementation of the concept in Pennsylvania have been unsatisfactory, and increasingly so, which led the Board of Regional Resource Centers to call for an evaluation of which this analysis is a part. The conclusion of this study is that the action of the Board for a review is supported by the facts. If no changes were to be made in the management of the program, the operations should be reduced at the end of the current fiscal year to that of interlibrary loan only, abandoning entirely state funding of the inequitable and unsatisfactory program of collection development. And with respect to the interlibrary-loan activity in such event, it should be placed strictly on a reimbursible basis for net loans (at full unit cost) effective that same date and should be further improved as a part of the upgrading effort now being planned under the leadership of the State Library.

In short, it is not the concept of a special role in research materials and resource sharing which is the underlying difficulty for the Board. Indeed, the potential of the concept is brighter than ever. But the current program execution is clearly so defective, incomplete, and unequally carried out as to be the root of the problem. The situation cannot be justified in terms of public funding, nor as a satisfactory means for delivery of library service by the large and excellent libraries which are cooperating.

Furthermore, whatever the reasons may have been for not opening up the cooperative program to the other three largest libraries of the State, there appears to be no justification today for not enabling them to make available their immense and valuable resources, under mutually favorable conditions, to all residents of the State. In addition to greatly improved library service, important economies could be achieved. In a period of expected relative decline in revenues of libraries, and indeed of the public sector as a whole, such opportunities to upgrade service are particularly welcome.

Should Response to the Potential be Limited or Full? A conclusion of this study is that anything short of a vigorous response to the opportunities offered by full cooperation among the largest libraries would be proceeding in a direction contrary to current trends of library development in the United States. Because of some factor of timing or of restricted state appropriations, it might be found necessary to limit immediate steps, such as withdrawal to a program exclusively of interlibrary loan. But it seems much more feasible to adopt a program of progress which would place Pennsylvania in the vanguard of a growing national movement in this matter, and indeed to enable its citizens and library institutions to profit promptly and fully from corresponding interstate and national developments.

Therefore, while more limited alternatives are pointed out for consideration, this study gives first place to a comprehensive program which would enable existing resources to be fully used and widely shared, together with improvements made even greater by the improved cost/benefit ratio flowing from cooperation. The proposed program, for example, should increase circulation and do it at less cost per item because of economies of scale.

Organizational Imperatives for a Comprehensive Program

Statewide organizational structures for facilitating cooperation are still somewhat rudimentary throughout the country and in that sense almost experimental. Multiple, geographically defined, library systems have been undergoing rapid development in many states as effective means for cooperative endeavors. But the special interests and requirements of the largest libraries cannot be fully accommodated by other than complementary statewide arrangements (in the case of small states, by multi-state organization), and these have not received equal attention. Even though in Pennsylvania district public library arrangements and resource centers were initiated at the same time, the former have developed more rapidly. The organizational means for facilitating special cooperation among the largest libraries of the nation will no doubt receive much more attention in the future.[1]

This study proposes a structure embodying some of the current features and others as mentioned above. Specifically, management would stay in the hands of the directors of the participating libraries, with review and counsel from a body composed of lay representatives from each sponsoring institution, and a staff (including a full-time director) to be appointed by the directors organized as a board as presently.

At least one professional librarian during the course of this study asked whether the failure to adopt a sufficiently progressive and balanced program and to carry it out has been due to the fact that the directors would not act decisively on their own initiative to set requirements for their own libraries, inferring this to be characteristic of a board so composed. But it seems more likely that other factors have been more significant. Included are lack of staff, block funding without accountability, legal impediment to the board electing its own chairman, hazy goals and, simply, lack of prior experience as guidance.

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[1] The rationale for interacting tiers of libraries to engage in cooperative collection development seems evident in the paper read by Gordon Williams, Director of the Center for Research Libraries, at the European Conference on the International Exchange of Publications in Vienna in 1972: "Interlibrary Loans: The Experience of the Center for Research Libraries," UNESCO Bull. Libr., Vol. XXVII, No. 2, March-April, 1974.

Essentially, the recommendations of this study regarding organization fall somewhere between the current arrangement and a completely new and independently organized entity. Why the middle position? Comprehensive, sub-state, multi-type library systems of universal membership seem to be the trend nationwide as the basic intrastate pattern for interlibrary cooperation. Other cooperative organizations, if this postulate is accepted, are partial in membership and mission, and supplementary thereto. It was deemed important, therefore, to propose an organizational framework which would help to avoid a misinterpretation of function. A resource-center system should not assume a competitive and overriding position with respect to actual or potential comprehensive multi-type, sub-state library organizations of general membership. To help avoid this, a seemingly more accurate perspective was employed. Nevertheless, in the absence of well-established, proven organizational patterns for resource centers in the United States, judgmental factors clearly are involved. The proposed structure appears to be fully adequate to accomplish assigned objectives in Pennsylvania's current and foreseeable environment of library affairs.

Policy Review Council

The proposed size and value of the resource-center program calls for the formal and official attention of the institutions whose libraries are participating. Their library directors should have the satisfaction of having their institution's knowledgeable and positive support as they carry out the program. Also, the State Library should have a designated lay representative of each such institution with whom its officials may discuss matters of institutional policy and support not usually delegated to its library director.

As already commented, this Council would have only advisory powers to the Board of Major Resource Centers, but its conclusions also would carry weight with the administrations of their own institutions, with the Board of Education, the Secretary of Education, the State Librarian, and indeed the whole library community.

As academic libraries have greatly improved and expanded in recent years, their staffs have been endeavoring to obtain corresponding recognition from top university and college management. In the hierarchical structure and in activities of program formulation, libraries sometimes appear to lag behind institutional divisions of much smaller budgets and less complex endeavors. Regardless of the individual experience in this regard of the academic libraries proposed for designation or redesignation as major resource centers, the recommended Policy Review Council offers an opportunity to upgrade the organizational position of libraries. Managers in higher education are traditionally interested in activities involving their institution in cooperative activities with other universities and colleges, in major policy questions, coordination of campus units, and program funding.

In the case of public libraries, it seems obvious that the opportunity for local board members to participate actively in matters of interinstitutional moment would be very helpful in numerous ways. The experience of library cooperatives in other states so indicates.

It is important to note that the proposed Council would not have governing authority, would be created by rule rather than law and therefore be subject to prompt modification based upon experience, and would not be concerned with technical details or administration. The governing authority, as currently, would continue to be a board composed of library directors. Time requirements for the lay Council could be kept manageable. In practice the value of the Council would probably become as great as the imagination of the library directors would permit. It would be up to Board of MARSOP, the Secretary of Education, and the State Librarian to bring important matters to the Council, enlist its aid in achieving cooperative goals, and obtain its help in securing institutional support. And, the Council can also be a critical element in changing the historical role of the Secretary of Education and Board of Education from passive to active in library affairs. Currently, these state officials appear to hear about libraries almost exclusively from librarians, and then most infrequently.

Board of the Major Resource System

This Board would be composed of the directors of the Major Resource Centers and a director of one of the Special Resource Centers. It is proposed that, in the event more than one such Special Resource Center is designated, the representation be rotated. The reason for only one board membership for the Special Resource Centers is simply that their participation is limited.

Responsibilities of the Board. The Board is proposed as the major body for policy formulation. The success of the program would depend largely on the foresight and understanding of its members. Its proposed duties, however, are not greatly different from those under the current plan. The principal difference would arise from the appointment and oversight of a staff. Operations of the staff would greatly strengthen the power and effectiveness of the board in accomplishing its objectives. It would result in a very active program. It would call for applying the ingenuity of board members in much more intensive and complex activities.

The Board would be rejuvenated under the authority to organize itself and to enter into a new practice for policy and procedural determinations. Additional funds would extend program possibilities and increase the potential for service. In particular, through the activities of the full-time personnel of MARSOP the staffs of the participating libraries would be drawn into the program. When staff committees were used under the current arrangement, they brought excellent results, although hampered greatly because of lack of system staff for follow-up. Under the proposed plan, staff of the several libraries could be effectively employed and their work would be professionally rewarding.

Role of the State Librarian

In practice the requirement of law as currently written that the State Librarian shall chair the Board of the Regional Resource Centers turned out to be a mistake. This is due largely to the dual role of the State Librarian who must be both a peer participant in cooperative operations and yet a lone imposer of state interests. The arrangement appears to have inhibited the action of the State Librarian in carrying out the state role and similarly the initiative of the other board members with respect to program development. The circumstance no doubt contributed to the torpor of the system.

The proposal has attacked this unsatisfactory condition in two ways. First, the Board would organize itself, including election of its own chairman. Although the State Librarian could be elected chairman under the proposed revision of the law, it is suggested that this should not be done out of respect for the special role of the State Librarian in representing state interests.

Second, the proposed change in the law would permit the State Librarian to name some other member of the staff as member of the Board, such as the Director of the General Library. The other members of the Board might at times consider this member as a proxy bound to reflect the views of the State Librarian. In certain important contested issues this might well be true. But in the bulk of decisions this is unlikely since professional and technical considerations would be overriding factors. One value of this type of proxy arrangement lies in protection of the role of the State Librarian in representing the State. Another rests in freeing the deliberations of the Board from the ever-present concern whether disagreement on any issue with the State Librarian as a peer will result suddenly in the State Librarian assuming the other role of state representative and thereby placing the whole matter in a new negotiating frame of reference.

The proposal leaves selection of the alternative to the judgment of the State Librarian, who might be influenced in choice by discreet opinions expressed by other board members or by the Secretary of Education.

Board of Education and Secretary of Education

The case seems apparent for insisting that the Board of Education and Secretary of Education assume their responsibility for active participation in major policy formulation regarding the major resource centers. Both the Board and the Secretary are the critical authorities for multi-type library cooperation because of the comprehensive nature of their charge in the field of education. No other body or office except the governor and legislature possesses such broad powers for policy determination and coordination of the State's libraries of all types.

As a part of this study, however, due to its specific objectives, no revision in the law which states the responsibilities of the Board of Education and the Secretary was prepared. It is needed, but should be approached not merely with regard to programs of the largest libraries, but in a comprehensive manner relating broadly to library affairs.

Therefore, apart from strongly recommending a more active role for the Secretary of Education in furthering library development, especially multitype library cooperation, the major proposal at this level of the state hierarchy is that of creating a Committee on Library Affairs in the Board of Education. This can be done without a change in law. It is the least action deemed necessary to bring the Board to grips with its obligations in the library field. The Board already functions through a Council for Basic Education, a Council for Higher Education, and several committees. Ultimately a Council on Library Affairs may be required, but at this time a committee with this function is recommended.

The Board and Secretary should be involved in policy decisions relating to the potential changes in the resource-center program, particularly with respect to the creation of the Policy Review Council composed of lay representatives of the institutions and to questions of institutional participation and interest in the program.

A Library Section in the Master Plan for Higher Education. The cooperative library program of the Major Resource System of Pennsylvania as proposed herein could logically be supported by the State Board of Education and the Secretary of Education through the Commonwealth's master plan of higher education. This plan is reviewed from time to time and updated. Just recently a new plan was completed. Other types of interinstitutional library cooperation also could be thus furthered. There are few if any programs common to all campuses for which continuing, long-range interinstitutional planning and cooperation offer greater potential. In each the library budget constitutes a major financial item. In none can library resources ever be self-sufficient. Cooperation is essential. It expands learning and research potential. It offers economies. It strengthens professional capacities and performance. As potentially offering perhaps the outstanding opportunity for furthering interinstitutional cooperation in a specific program, the colleges and universities of Pennsylvania, as a whole, could benefit from the inclusion of interlibrary cooperation in the master plan for higher education.

More Libraries as Resource Centers

No good reason is apparent for denying the people of Pennsylvania reasonable access to the resources of the libraries of Temple University, the University of Pittsburgh, and the University of Pennsylvania. The citizens of the Commonwealth have contributed, in 1978 dollars, billions to the development and operation of these three institutions of higher learning. Through their representatives in the State's legislature, plan for interlibrary cooperation at this level has now been in effect for 17 years. Means for the designation of these three additional libraries as Major Resource Centers, all of which meet the criteria contemplated for such, are provided by law. Their employment for bringing about cooperative action among the largest libraries may be justified as being in the interest of the public as a whole, of their traditional clientele, and of these libraries as institutions. The additional costs involved may also be covered by special state appropriations provided by law.

Adding the three academic libraries would bring the total to seven Major Resource Centers. These seven libraries, clearly larger than all others in Pennsylvania, expend annually nearly $10 million for materials, an amount which is nearly equal to that of all the other libraries of the State combined. They are the logical ones remaining for such designation, and will probably remain so for many years to come.

University of Pennsylvania Library

From the beginning the University of Pennsylvania Library should have been one of the RRC's.

It was in 1958, and remains in 1978, the largest research library of the State. Its absence deprives the residents of the State of ready access to its holdings, although the library, within the limitations of current arrangements, does make some interloans as well as open its doors during certain hours to persons unrelated to university programs who can visit the premises.

The University of Pennsylvania, a private institution, and the Commonwealth of Pennsylvania have cooperated for many years in improving the University's program of formal education on behalf of Pennsylvania youth. Since the first appropriation to the University in 1889 through fiscal year 1978, the State has contributed over $251 million to operations of its educational program and construction of buildings (see Table 33 for appropriations in selected years). The 1979 appropriation is $18 million. The partnership, in free association, is therefore strong.

The University of Pennsylvania should be invited, as soon as proper arrangements can be made, to join other large libraries as a major library resource center for Pennsylvania under a revitalized and mutually beneficial program. There are numerous precedents, as in Illinois, where the libraries of private universities participate actively in sharing their vast holdings with other libraries of their state.

University of Pittsburgh and Temple University

At the time of the 1958 Martin study the libraries of the University of Pittsburgh and of Temple University were much smaller than they are in 1978. Both institutions were private at the time and, although beneficiaries of state appropriations like the University of Pennsylvania, were weaker financially th[illegible]. By 1967, when the Martin re-survey was made, both institutions, at their own request, had become an integral part of State's program of higher education in a new status described as "state-related." A major result of the change was greatly increased state appropriations. The libraries of the two institutions were important beneficiaries of the improved funding.

The University of Pittsburgh first began receiving state appropriations in 1887, and by 1978 had received over $620 million including grants for buildings. In 1979 the University of Pittsburgh's appropriation was $63,100,000. Similarly Temple University began to receive state aid in 1911, and by 1978 had received over $616 million. In 1979 Temple's appropriation was $71,400,000. Table 33 illustrates the amounts and growth of state appropriations.

Table 33

ILLUSTRATIVE OPERATING APPROPRIATIONS TO SELECTED STATE-RELATED AND STATE-AIDED UNIVERSITIES OF PENNSYLVANIA

Fiscal Year	Pennsylvania State University[a]	Temple University[a]	University of Pennsylvania[b]	University of Pittsburgh[a]
1962-1963	20,296,792	5,668,195	5,732,955	4,170,618
1967-1968	48,468,766	28,061,146	11,227,925	27,634,427
1972-1973	82,694,000	49,711,000	13,726,000	45,582,000
1977-1978	106,759,000	68,517,000	16,391,000	60,449,000

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[a] State-related category.

[b] State-aided category.

Source: Division of Educational Statistics, Bureau of Information Systems, Pennsylvania Department of Education.

These libraries, too, if joined with the other large libraries of the State, would greatly improve library service to Pennsylvanians. Also the mutual benefits to the library institutions themselves would be strengthened.

In addition to achieving a stronger overall research collection, economy in collection development should occur upon adding the three additional libraries. This would take place whenever the responsibility for a certain subject specialization were transferred to one of the new libraries which already have a superior collection in the given topic. As already pointed out, it is essential to the integrity of the concept of coordinated collection development and to the financial participation of the state government that each subject be assigned to one and only one of the major resource centers. This practice has been strictly observed in the past and no reason to vary from it has appeared.

The seven proposed major resource libraries have branches, or in the case of the universities there are subordinate compuses with libraries and independent departmental libraries on the main campus. For the seven participating institutions these libraries would be eligible for consideration as part of the scheme of collection development, but not ipso facto be a participant. Only when assigned a subject responsibility following careful study of the Board of MARSOP and the State Librarian would such a designation be made. In general, the designation of a special resource center should be exceptional. Medical science would be one. In cases where two libraries are virtually equal in current resources in a given subject, only one should be designated as having subject responsibility and therefore a recipient of state aid for the purpose of collection expansion. The other library's resources would still be available for interloans, of course.

Special Resource Centers

In certain subject areas the seven libraries designated as Major Resource Center may not now or in the future possess the largest research collection of the State. It is proposed, therefore, that the State Librarian, after consultation with the Board of MARSOP, might wish to designate one or more other libraries for participation limited to particular subject areas.

Clearly the number of such libraries should be severely limited to instances of important gaps in the collection of the seven major libraries. Many libraries possess some rare items and special collections, but involvement in the resource system should include only those of special research significance not reasonably covered by the seven.

Such Special Resource Centers would be libraries of separate sponsoring institutions. All libraries of the main campus of the designated universities already would be eligible for participation under the single membership category of Major Resource Center.

Staffing the Reorganized Major Resource System

The staffing needs of the program in the past have been approached with surprising reservation. Elaborate personnel standards have been developed for libraries, including those with programs much smaller than that of the resource centers. But opinion seems to have prevailed, although not articulated, that somehow the existing staff of the libraries themselves, and that of the State Library for system concerns, would suffice in the large and complex matter of resource-center collaboration. Lowell Martin's recommendation for a program director, made at the time of his 1967 re-survey, was ignored. The result now seems apparent. Lack of continuing staff assistance has undoubtedly been an important factor in the inertia of the program following the early period of its initiation. Perhaps no other aspect of resource-center cooperation is as complex as that of collection development. Furthermore, the acquisitions programs would benefit from substantial allocation of the time of system staff to work in close cooperation with staff members of user libraries.

Funding the Proposed New Arrangements

Rather than have the system receive state financial aid directly, the member libraries would continue as at present to receive the funds. Under the proposed plan, these funds would be paid to the member libraries by the State Library for three distinct types of expenses according to a central plan of system operation with which each library's own plan would be consonant. These expenses would be: (a) system management, staff, and related central system operations of MARSOP; (b) reimbursement, perhaps quarterly, for all net interloans made; and (c) reimbursement, perhaps quarterly, for each library's acquisitions under the agreed plan for collection development and maintenance.

Although under this plan the Board of MARSOP would be supported financially by receiving a portion of the state funds allocated to each member library, this would not prevent the State Library from making occasional direct grants to this central administrative authority of the resource system for the purpose of special projects.

Payments made by the State Library for the cost of interlibrary loans should reimburse the participating libraries in full for net interloans made in their capacity as resource centers. This will require negotiating an agreement with each library based on its particular costs, a procedure effectively used elsewhere.

Lastly, payments would be made by the State Library to reimburse each resource center for that share of the cost of acquisitions of library materials which has been agreed upon. This would involve audit of actual acquisitions in assigned subject areas, including those obtained with local funds. Maintenance of local effort, in other words, would be as essential to the plan of collection development and maintenance as is the special state support. The lack of such understanding and action under current operations is the principal reason why it has been recommended that collection development as part of the resource center program be abandoned unless a revision for strict accountability is acceptable.

Although state financial aid for both net interloans and collection development would be on the basis of reimbursement of actual expenses, the State Library would be able to make advances of money on the basis of estimates, subject to final audit, in order that each library might have the necessary operating funds.

State Aid Changes Under Present Law

Adoption of changes in the Library Code should not be awaited for making certain important changes in the manner of calculating grant amounts to resource centers. Section 303 (5) of the Library Code permits aid to each resource center in an amount not to exceed $100,000 annually. The full amount has been paid in previous year without regard to varying costs of the several libraries and without accountability.

To correct the inequity of this situation, it is proposed that a reimbursement plan for net interloans be adopted beginning in fiscal year 1979-1980. The libraries should be reimbursed for the full expense of these loans based on a careful study of costs.

Similarly, reimbursement for collection development should be based on an agreed plan in which the amount of state aid will vary according to each library's program. Due to the complexity of this matter, a longer period may be necessary to prepare a satisfactory plan. Therefore, if this part of the resource program is to be continued, an interim plan could be adopted for 1979-1980 and during that year a long-range plan could be initiated.

However, due to the continually changing conditions of both interlibrary loan and collection development, all plans should be considered subject to annual change.

Amount of State Aid to Resource Centers

If three more large libraries were brought into the major resource system as proposed, the maximum amount of state aid under current law would increase from $400,000 to $700,000 per year. Since the average expense per library at current program levels would decrease to $57,143, this would result in a potential increase in funding of $42,857 annually for the existing four library members. The three added libraries would also receive a maximum of $100,000 for responsibilities averaging only 57 percent of those borne by the original four prior to the expansion in number of resource centers.

Therefore, even under the current legal funding maximum, distinct financial advantages would arise if more resource centers were designated. And, even if the total annual appropriation remained unchanged at $400,000, no disadvantage would accrue to present or newly designated libraries since the average expense would be reduced correspondingly below current levels.

But, for the future, it is proposed that the total allowable appropriation be increased by law to 10 cents per Pennsylvania resident or to about $1,100,000 per year. This figure could be approached in annual increments as the libraries of the system perfected the program and placed their institutions in a position for optimum performance of their duties.

Administration of the Major Resource System

Throughout this report many references have been made to opportunities for improving the operations of Major Resource System. The organization, staffing, funding, and methods proposed have all been shaped in part to facilitate the administration of the program as a whole. In particular the system of program information will be important to the planning and negotiating process as the several independent parties within the system approach the matter in a spirit of goodwill and determination to improve the services of their institutions on behalf of both traditional patrons and the entire population of Pennsylvania.

The administration of the cooperative program of collection development will be the most challenging. Great opportunities exist in this area for pioneering work which would help not only the citizens of Pennsylvania but also provide guidance to the large libraries of other states. The organizational structure and means to this end have been foremost in consideration throughout this study. It is hoped that they will be instrumental to success in achieving the objective of a first-class cooperative research environment in Pennsylvania's fine libraries large and small.